

ERDC/EL TR-02-14

Environmental Laboratory



**US Army Corps  
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Engineer Research and  
Development Center

*Recreation Management Support Program*

## **Managing for Ethnic Diversity: Recreation Facility and Service Modifications for Ethnic Minority Visitors**

Robert A. Dunn

June 2002

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# **Managing for Ethnic Diversity: Recreation Facility and Service Modifications for Ethnic Minority Visitors**

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**Final report**

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# Preface

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The work reported herein was undertaken for the "Ethnic Diversity and Corps Recreation Participation" work unit of the Recreation Management Support Program (RMSP). The RMSP is funded by the Operations and Maintenance (O&M) General Appropriation and encompasses activities previously conducted through the Recreation Research Program and the Natural Resources Technical Support Program. The U.S. Army Engineer Research and Development Center (ERDC) provides program management support for execution of approved RMSP activities. The RMSP is managed at ERDC by Mr. Scott Jackson, Environmental Laboratory (EL). Mr. Robert Dunn, EL, has served as Principal Investigator of the "Ethnic Diversity" work unit since its creation in the fall of 2000.

This report documents responses received from a nationwide request for information on agency success stories involving ethnic minority recreation from Federal, state, county, and city agencies. This effort involved coordination with dozens of recreation professionals across the United States. This report also documents the findings and recommendations of an ERDC national workshop on Ethnic Minority Recreation that was held in Estes Park, CO, during the week of October 15-19, 2001. This workshop included both academic and Federal researchers as well as Corps Operations professionals working in recreation management. The workshop was greatly aided by the efforts of Mr. Bill Gwaltney, Assistant Director for Workforce Enhancement, Intermountain Region Office of the National Park Service and the staff of Rocky Mountain National Park.

A Recreation Leadership Advisory Team provides oversight for the RMSP. The team has representatives from each Major Subordinate Command/Regional Office within the Corps of Engineers. In addition, four district offices and four project offices are represented. Dr. Michael Loesch, team representative from the Great Lakes and Ohio River Division, and Mr. Phil Turner, team representative from the South Pacific Division, served as proponents for this work unit.

This report was prepared by Mr. Robert Dunn under the general supervision of Dr. Michael Passmore, Chief, Ecological Resources Branch (ERB); Dr. David Tazik, Chief, Ecosystem Evaluation and Engineering Division (EEED); and Dr. Edwin Theriot, Director, EL. Mr. Scott Bourne, EL, prepared the nine GIS maps located the Chapter 2.

At the time of publication of this report, Dr. James R. Houston was Director of ERDC, and COL John W. Morris III, EN, was Commander and Executive Director.

This report should be cited as follows:

Dunn, R. A. (2002). "Managing for Ethnic Diversity: Recreation Facility and Service Improvements for Ethnic Minority Visitors," ERDC/EL TR-02-14, U.S. Army Engineer Research and Development Center, Vicksburg, MS.

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# Executive Summary

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The first part of this report documents responses received from a nationwide request for information on success stories involving ethnic minority recreation from Federal, state, county, and city agencies. This effort involved coordination with dozens of recreation professionals across the United States. Initial telephone contacts with these recreation professionals produced mixed results. For example, contacts with Florida State Parks, Miami-Dade County Park and Recreation Department, Pembroke Pines Plantation, and the New Mexico State Parks Association revealed that there was much less hard data on facility redesign and service improvements for ethnic minority groups than had been assumed. In Florida for example, there appeared to be an especially strong commitment to the notion of ethnic neutrality in recreation facility design. This notion implies that the majority white population will view negatively any special design feature that caters to a particular minority group.

Not all of the respondents contacted advocated an ethnically neutral design approach. This was particularly true of many academics working in the field of leisure science and tourism. One of the most intriguing academic research efforts is the Ethnicity and Public Recreation Participation (EPRP) model created by Gomez (1999).

Gomez's research indicates that the sense of belonging a minority visitor has to American society directly impacts his public recreation. If a minority visitor does not feel accepted, he or she is not likely to participate in public recreation, regardless of the strength of their subcultural (ethnic) identity. The implication of this finding for the U.S. Army Corps of Engineers (USACE) is that public use areas should foster the sense of belonging through the creation of recreation programs (and facilities) that are more inclusive of ethnic cultural diversity. In order to create this sense of belonging it is important, indeed critical, to understand the different leisure patterns and needs of various ethnic groups.

Rather than ethnically neutral designs, this report argues for ethnically universal designs that strongly appeal to day-use oriented ethnic minority groups. The old concept of ethnic neutrality was to design facilities for America's majority population, white nuclear middle-class families, and assume (hope) that all other ethnic groups would assimilate (adapt) to this standardized design. This approach is based on a social philosophy of cultural assimilation. The alternative approach is not based on a false hope of eventual cultural assimilation but on the practical acceptance, the embracing, of cultural pluralism. The concept of the ethnically neutral recreation design might be analogous to a plate lunch where

everyone gets the same food items. The universal design approach is more culturally pluralistic, more like a smorgasbord where a variety of food options are made available to the diner. What this report conceptualizes is the development of day-use recreation complexes that offer a variety of options to a multi-ethnic customer base. The precise configuration of day-use features would depend upon the precise ethnic make-up of the customer base at a particular project or group of projects in a region.

One practical way to approach this ethnic diversity management challenge is to define a core of recreational design features (and services) that are universally appealing to Hispanic, Asian, African and white Americans. Depending on the type of visitation an individual Corps project receives (e.g., percentages of various ethnic groups) variations on these core design features could be created for its specific customer base. This is the thrust of the Ethnic Diversity Work Unit's proposal to conduct demonstration projects at Corps projects through the careful monitoring of facility and services changes.

This report describes many recreational features and services that could constitute the first step toward a universal design for Corps day use facilities in the 21<sup>st</sup> century. There are recreational facilities and services that strongly appeal to all three of the day-use oriented ethnic groups considered in this report (Hispanic, Asian, and African Americans). These facilities and services include the following:

- Group shelters to provide shade, protection from rain.
- Larger tables (or modular moveable tables) to accommodate large family groups.
- Larger and easier maintained grills and cookers for recreational cooking for large groups.
- Shade trees in picnic sites.
- Playgrounds ("kid zones") near picnic areas.
- Open grassy play areas or sports areas that can accommodate a wide variety of activities (soccer, Frisbee, playing catch, etc.).
- Facilities for communities events (large group shelters, gazebos, amphitheaters).
- Placement of boat ramps and parking lots away from children's playgrounds.
- Placement of large open grassy (or sandy) play areas near swim beaches.
- Better lighting for nocturnal day-use.
- More electrical outlets.
- Use of universal symbols on signage.
- Clean, well maintained rest rooms (possible use of unisex bathrooms).
- Rental opportunities for boats (and bikes).

- Interpretive signs on walking trails and nature trails in Spanish (or predominant lingua franca for Asians e.g., French for Southeast Asians).
- Concessions in or near the public use area for food, beverages, and picnic supplies.
- Mass transportation facilities (bus loading areas) at the most popular areas (e.g., swim beaches at Corps lakes).
- Information available in Spanish and Asian languages relating to proper etiquette at Corps lakes (e.g., Title 36, fishing regulations, parking, payment of day-use fees, etc.).
- Onsite water safety education (Red Cross partnering).
- Lifeguards at swimming areas (Red Cross partnering).
- Better fishing access for visitors without boats (piers, barge, etc.).
- Improved security (not surveillance) through frequent ranger patrols; bilingual rangers able to communicate with minority visitors; improved gatehouses at park entrances.

This report recommends the creation of day-use complexes at Corps projects that would particularly appeal to America's three major ethnic minority groups. This report discusses in detail the facility and service changes made at Comal Park (Canyon Lake, TX) and the effect these changes have made as an indicator of the validity of the universal design approach.

The second part of this report documents the findings and recommendations of a U.S. Army Engineer Research and Development Center (ERDC) national workshop on "Ethnic Minority Recreation" that was held in Estes Park, CO, during the week of October 15-19, 2001. This workshop included both academic and Federal researchers as well as Corps Operations professionals working in recreation management. The workshop was greatly aided by the efforts of Mr. Bill Gwaltney, Assistant Director for Workforce Enhancement, Intermountain Region Office of the National Park Service and the staff of Rocky Mountain National Park.

The Corps participants at the Estes Park workshop felt strongly that the Corps is now at a turning point in its relationship with its growing number of ethnic minority customers. To implement the many needed changes in community outreach, communication, and recruitment described in detail in this report the participants recommended that the recreation program leadership at Headquarters, U.S. Army Corps of Engineers (HQUSACE) prepare a policy memorandum for the field (460-plus projects) that sets forth a long-range strategy that prioritizes better and more effective community outreach, communication, and recruitment in a clear, forceful, and proactive manner.

Members of the "Communication" break-out session at Estes Park specifically recommended that a Corps Task Force should be created in response to this policy (vision) statement to address the current communication problems caused by the lack of bilingual regulations and directives, the critical lack of bilingual or multilanguage signing, the lack of signing with universal symbols, and overall



inadequate communication with ethnic visitors caused by the lack of critical language skills by Corps rangers and staff.

This report concludes with a discussion of ERDC's ongoing research on "Ethnic Diversity and Corps Recreation Participation" and current plans to conduct demonstration projects at Corps lakes across the country to determine the impact of these facility and services modifications on ethnic minority visitors' behavior and degree of participation. Six years after the creation of the Ethnic Cultures Work Unit, the time has come to move beyond literature reviews and user surveys. In the next phase of the Corps's ethnicity research ERDC will work with the Recreation Management Support Program (RMSP) leadership and Corps Districts across the U.S. to develop at least three demonstration projects where the design and service improvements discussed in this report can be implemented and studied through careful pre- and post-modification monitoring.

At each demonstration site there will be multiethnic use of the parks, but there will also be differences in the representation of minority groups. For example, Hispanics may be the largest minority group in the Southwest while African Americans may be the largest group of users in the Southeast. Asians may equal or even exceed Hispanics at some projects in California and the other Pacific coastal states. If possible, Native American recreation will be included at one or more of the demonstration projects. ERDC is now actively seeking leveraging opportunities with Corps lakes associated with the Federal Lakes Recreation Pilot Lake Demonstration Program (H.R. 4299 National Recreational Lakes Act) and also with its own Recreation Area Modernization Program (RAMP). The next phase of research, grounded more on direct observation and less on secondhand reports, will be challenging to say the least.

# 1 Introduction

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## Background and Purpose

Recreation visits to Corps of Engineers lakes by ethnic minority visitors are increasing, especially in regions of the U.S. where urban areas close to Corps lakes are experiencing increased immigration and rapid population growth. As the United States becomes more ethnically diverse, the Corps, the nation's leading provider of recreation, can expect to serve a much more ethnically complex customer base than it has in the past. The Ethnic Diversity and Corps Recreation Participation research now underway at the U.S. Army Engineer Research and Development Center (ERDC) continues the work begun in 1995 as part of the research work unit entitled "Ethnic Culture and Corps Recreation Participation" (Dunn 2000).

The creation of that original work unit was a clear response by the Corps to the 1993 Executive Order 12862, "Setting Customer Service Standards," and the 1994 Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations." Executive Order 12862, issued September 11, 1993, requires Federal agencies to identify the customers who are, or should be, served by the agency and to survey customers to determine the kind and quality of services they want and their level of satisfaction with existing services. The purpose of developing information on customer satisfaction was to set standards that will allow the Federal agencies to "provide service to the public that matches or exceeds the best service available in the private sector." Executive Order 12898, issued February 11, 1994, directs Federal agencies to "identify differential patterns of consumption of natural resources among minority populations and low-income populations" and ensure that programs, policies, or activities that substantially affect human health of the environment (including presumably outdoor recreation operations) do not exclude persons from receiving the benefits of such programs as a result of race, color, or national origin. Furthermore, each Federal agency is ordered to, whenever practicable, collect maintain, and analyze information on the race and national origin of residents surrounding Federal facilities or sites that have substantial environmental, human health, or economic effects on nearby populations.

The objective of the original "Ethnic Culture" work unit was to develop baseline information on ethnic minority use and recreation needs associated with Corps projects that could be used by Corps decision makers for project planning

and operations. The "Ethnic Culture" work unit utilized an extensive literature review (Gramann 1996) interviews with Corps project personnel and visitors, focus groups, and user surveys to identify and describe the distinctively different recreation styles for Native Americans, African Americans, Asian Americans, and Hispanic Americans. The work unit identified several factors in the Corps' current management and policy that act to inhibit recreation participation by minority groups, e.g., behavior perceived as discriminatory by ethnic minorities, facilities unsuitable for the average ethnic group size, communication problems, and numerous others. For each of the four major ethnic groups a Technical Note was prepared in which recommendations for changes in Corps facilities, services, and policies were made that should help the Corps in the future better serve the needs of its minority customers (Dunn and Feather 1998; Dunn 1998; Dunn 1999a, 1999b).

In the work unit's final technical report, primary emphasis was placed on the development of a dual methodology (focus groups and survey instruments) for future minority recreation data acquisition and evaluation (Dunn and Quebedeaux 1999). The final report also compared the results of the focus groups and customer surveys performed at five Corps lakes with what was reported in the leisure research literature. Both the 1997/1998 focus groups and the surveys conducted in the spring and summer of 1999 largely corroborated the recreational preferences for these groups identified in the work unit's major literature review (Gramann 1996).

In October 2000 a new plan of study was presented to the Corps's Recreation Management Support Program (RMSP) managers, which built upon the results of the first work unit (Dunn 2000). The plan presented an empirical approach, which fully responded to the "statement of need" for additional ethnic research presented at the spring 1999 program review. The new plan proposed using three or more demonstration projects throughout the U.S. to test current theories on inter- and intra-ethnic recreational behavior. Using Corps Districts as partners, pre- and post- implementation monitoring at the selected demonstration projects would be conducted and intensive analysis of monitoring results would precede the preparation of the final technical reports, journal articles, and proposed training course. To successfully implement the plan of study will require an integrated team approach that includes ERDC researchers, advisory committee members from academia, other Federal agencies, and the RMSP managers and committee members.

Three overall objectives have been proposed for the new Ethnic Diversity and Corps Recreation Participation research:

- a. Identify specific regional demographic trends and their projected socio-economic impacts to the Corps' national recreational program; identify recreational needs and facilities preferences for traditional (white) and nontraditional (minority) Corps customers, especially the three ethnic minority groups which will have the greatest economic impact on the Corps (e.g., African Americans, Hispanic Americans, and Asian Americans).

- b. Identify the changes in Corps services and programs needed to improve relations between minority and nonminority customers and improve communications between Corps personnel and their minority customers.
- c. Identify what constitutes the best mix of "special" and "universal" facilities for Corps projects in different regions of the U.S.; how to design parks that work for an ethnically diverse group of visitors; identify and analyze existing Corps projects which have successfully coped with the needs of traditional and nontraditional users; identify those factors that make certain projects (or parks) appeal to both the white majority population as well as our ethnic minority visitors.

The purpose of this initial report is first to describe pertinent regional demographic trends, which will produce a much more ethnically complex customer base for the Corps recreation program; and second, to present the results of initial research on what other Federal, state, and city agencies are doing to successfully manage for this ethnically diverse recreational customer base. A third purpose of this report is to present the results of an ERDC-sponsored workshop on "Ethnic Minority Recreation" held in Estes Park, CO, during the period of October 16-18, 2001. This workshop came as a result of ERDCs' efforts to document management success stories both within and outside of the Corps. Finally, the selection criteria for the demonstration projects comprising the bulk of the work unit's future research will be presented and discussed.

## 2 Regional Demographic Trends

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The U.S. Bureau of the Census regularly prepares detailed population projections that are used as the basic input in many Federal, state, and local demographic projection models. These projections are useful to planners in both the public and private sectors. One of the most used Census Bureau reports is "Population Projections for States by Age, Sex, Race, and Hispanic Origin: 1995 to 2025" (Campbell 1996). This report, officially referenced as PPL-47, identifies population changes that are projected to affect the 50 states and the District of Columbia during the years 1995 to 2025. The following discussion, which draws upon the findings of the PPL-47 report, first focuses on the major demographic trends projected to affect the nation over the next 25 years. The implications of these trends for Corps recreation are then addressed.

### National Scene

America's resident population is now estimated to be 281,421,906 and is projected to reach 324 million by the year 2020 (see U.S. Bureau of the Census' current projections at <http://www.census.gov/population/projections/nation/summary/np-t1.pdf>). But, America's overall population is not just growing; it is dramatically increasing in ethnic diversity. For example, the non-Hispanic white share of the U.S. population should fall from 73 to 64 percent during the next 20 years. In sharp contrast, America's minority populations will dramatically increase. The Hispanic population is projected to grow to more than 52 million by 2020 when they will account for 16 percent of the total U.S. population. America's black population is projected to grow to 45 million in 2020, when blacks will comprise 14 percent of the total population. Asian Americans will grow to 20 million by 2020 and account for 6 percent of the total population. Asian Americans will have a major economic impact on the Pacific coastal states. Native Americans are the smallest racial minority in the United States (0.9 percent). Their numbers are projected to rise to 3.1 million by 2020, when their share of the total U.S. population will reach 1.0 percent (Russell 1998).

Over the next 25 years America's net population change will be most evident in three states: California, Texas, and Florida. Each of these states will gain more than 6 million persons. These three states alone will account for 45 percent of the net population change in the United States. No other state will gain more than

2.7 million persons. Much of this projected growth will be caused by the growth of already large Hispanic populations in these three states. California, the nation's most populous state, with large Hispanic and Asian populations, is expected to have 15 percent of the nation's total population by 2025. It is also projected to add the largest number of international migrants (8 million).

The two most populous states in the South will also continue to grow fairly rapidly. In 1994 Texas replaced New York as the second most populous state and is expected to remain at number two well past 2025. Florida is projected to replace New York as the third most populous state by 2020. The South will continue to be the most populous region of the nation over the next 25 years. Both international and domestic migration will be important contributors to the continuing growth of the South.

The West became the second most populated region in the nation when it switched places with the Midwest in the late 1990s. The West is projected to grow at a rate nearly twice the national average, while the Northeast and Midwest will grow at only one-half the U.S. total rate. Nevada is projected to have the most rapid growth (22 percent from 1995 to 2000). The most rapid rates of population change in the West are projected for the mountain states, with rates ranging from 9 to 22 percent. International migration is also expected to play a dominant role in the population growth of the West.

Nationally, the top 10 states with the largest projected net increase in population are California, Texas, Florida, Georgia, Washington, Arizona, North Carolina, Virginia, New York, and New Jersey. Oklahoma and most of its surrounding states (exception being Texas) will not see such large population increases. Within the geographic area comprising the Tulsa District, Texas is ranked second in projected population, while Oklahoma is ranked 23<sup>rd</sup>, and Kansas is ranked 26<sup>th</sup> among the fastest growing states. Nearby Arkansas is ranked 24<sup>th</sup>. In general, with the exception of Texas, the population growth in the Tulsa District will be moderate at best. What will undoubtedly change is the ethnicity and age composition of the population. For example, the projected explosive population growth in Texas will be fueled by the rapid growth of an already large Hispanic population.

### **Race and Hispanic origin**

The U.S. Census Bureau has projected the following changes in race and Hispanic origin distribution over the 30-year period from 1995-2025 (Campbell 1996):

- **Slow growing white population.** Over the next 25 years the non-Hispanic white population is projected to be the slowest growing population in the nation. During this period, the non-Hispanic white population is projected to account for only one-fifth of the absolute increase in the nation's population in all regions except in the Northeast (where this group will actually decline in size).

- **Black population second slowest.** The black population in the U.S. is projected to be the second slowest growing in all regions, except the South where it will rank third. Sixty-four percent of the 12 million blacks added to the South during the period 1995 to 2025 will be in the South. Several demographers have reported on the domestic migration of northern black Americans to the urban South (such as the Atlanta metro area) (e.g., Frey 1998).
- **Fastest growing Asian population.** The Asian population is projected to have the greatest gains in the West with an increase of 7 million persons (56 percent of the total added to the U.S. Asian population during the period from 1995 to 2025) and in the Northeast with an increase of 2 million. Asian populations in the Pacific coastal states are already large and will get larger.
- **Second fastest growing Hispanic population.** The Hispanic origin population is projected to increase rapidly over the 1995 to 2025 projection period, accounting for 44 percent of the growth in the nation's population (32 million out of the total increase of 72 million.). Hispanics are the second fastest-growing population after Asians for the 30-year period (1995-2025).
- **Indian population growth in the West.** The American Indian population, America's least populous group, is projected to be the third fastest-growing population in all regions but the South over the next 25 years. Nearly half of the 0.8 million American Indians added to the nation's American Indian population will be located in the West. One prominent exception is the state of Oklahoma located in the southwest transition zone.

## **Migration**

In 1995 nearly 25 million Americans or 9 percent of the total U.S. population were foreign born (Campbell 1996). Among young people aged 25 to 34, 14 percent were foreign born. During the 1990s increased international migration continued to play a dominant role in the population growth of the West, while both international and domestic migration were important contributors to the growth of the South.

As noted earlier, international immigration has been the single most important factor in the rapid growth of the Asian population in America. Hispanic immigration from Central and South America has also been significant to the growth of the Hispanic population in American but not to the same extent as with Asians. The high fertility rate of resident Hispanic women appears to be more important in accounting for the rapid population growth of Hispanics in the U.S.

## **Age composition**

The proportion of youth in the American population will decrease by the year 2025 while the proportion of elderly Americans will significantly increase

(Campbell 1996). In 1995 for example, the young people (under 20) comprised 29 percent of the total U.S. population. The Census Bureau projects a drop of two percentage points in the youth rate over the next three decades.

All regions of the U.S. are expected to show a decline in the proportion of the population that is under 20 years of age. In 2025, the West will continue to be the leader with the greatest proportion of population under 20 years of age, followed by the Midwest, and Northeast. The South will have the smallest proportion of youth. Most states are projected to follow these national and regional trends during the period from 1995 to 2025. The exceptions are projected to be California, Hawaii, New York, Rhode Island, and the District of Columbia. In 2025, Alaska will have the highest proportion of its population less than 20 years of age (34 percent), followed by California (31 percent). States projected to have the smallest proportion of population under age 20 are West Virginia and Florida (both with 21 percent).

By 2025 the number of elderly is projected to double in 21 states. The size of the elderly population is now projected to increase in all states over the next 30 years. As the baby boom generation (those born between 1946 and 1964) reaches retirement age after 2010, the percentage of the population that is elderly will increase most rapidly in the South and Midwest.

After 2010, the aging of the baby boom generation will have a dramatic impact on the growth of the elderly population in the United States. The average annual rate of change in the proportion of population 65 years and over shows only minor growth or loss during the period from 1995 to 2010. During the period 2010 to 2025, however, all states show a rapid acceleration in the growth of the elderly population. By 2025, the survivors of the baby boom generation will be between the ages of 61 and 79.

In 1995 Florida had the largest proportion of elderly (19 percent) of any state, and Alaska had the smallest at 5 percent. By 2025, Florida (with 26 percent) would remain the leading state with more than a quarter of its population classified as elderly. Alaska would still rank as the youngest with 10 percent. Campbell (1996) emphasizes the drastic aging of the American population by noting that in 1995 only four states had at least 15 percent of their population in the elderly category. By 2025, that number would grow to 48 states.

The other major projected demographic change will be in America's age composition. Campbell (1996) projects that America's proportion of youth should significantly drop by 2025 while the proportion of elderly Americans increases. Young people (newborns to age 19) are expected to account for a noticeably smaller percentage of the U.S. population – 27 percent in 2025 as compared to 29 percent in 1995. Most states will follow this trend with a few exceptions such as California, Hawaii, New York, Rhode Island, and the District of Columbia. While the West will have a slight decline in the proportion of youth, it will continue to lead all regions with the greatest proportion of population under 20 years of age, while the South will have the smallest.

The number of elderly citizens in the U.S. is projected to double in 21 states. Campbell (1996) reports that as the baby boom generation (those born between



1946 and 1964) reaches retirement age after 2010 the percentage of the population that is elderly will increase rapidly in the South and Midwest. Over the 30-year projection period, California and Florida will continue to rank first and second respectively, in having the largest number of elderly. By 2025, Texas will rank third, passing New York and Pennsylvania.

## Projected Regional Demographic Picture

The projected growth of America's ethnic minority population will not be uniform geographically. There are already striking differences between the Northeast, Midwest, South, and the West. Figure 1 (Russell 1998) shows the percentages of the total minority populations for these four regions in 1998. Minority persons in this context refer to persons who are Hispanic, or non-Hispanic Asian, non-Hispanic black, or Native American.

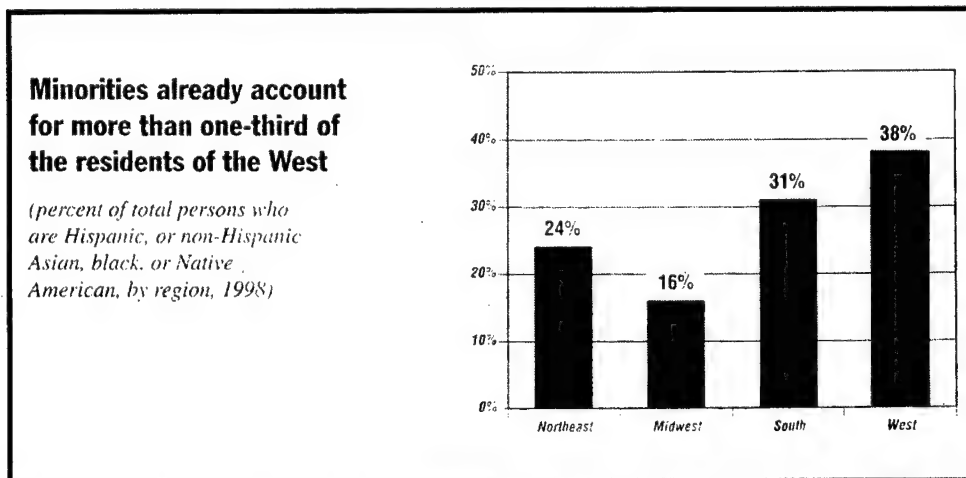


Figure 1. Regional population distribution

Because of the differences in ethnic diversity by region and state, some parts of the country are already adapting to minority-majority populations while others have not yet begun to address these issues. The West and South are two regions where significant ethnic diversity already exists and is projected to increase. Only 62 percent of the residents of the West are non-Hispanic white, making it the most ethnically diverse region of the U.S. One critical statistic for the projection of even greater ethnic diversity in the West is that the non-Hispanic white share of the under-age-five population in the West is just 50 percent (Russell 1998). In the South 69 percent of the residents are non-Hispanic white but this percentage will be reduced by a shrinking white population, a growing resident black population expanded by the reverse migration of many northern black families to the smaller cities of the south, and the influx of Hispanic and Asian immigrants into the region. The two least diverse regions of the U.S. in 1998, the Northeast (76 percent white) and the Midwest (84 percent white), will also be affected by the national trends toward a shrinking white population, and the immigration of fast-growing Hispanics and Asians into these regions.

Table 1 shows the total population by region and division, 1995 to 2020. These statistics come from Census Bureau's PPL-47 report and are also reproduced in Russell (1998). Table 2 also taken from PPL-47 shows "Total Population by State, 1995 to 2020." Table 3 shows the "Population of Regions and Divisions by Age, Race, and Hispanic Origin, 1998" (Russell 1998).

Table 1						
Total Population by Region and Division, 1995 to 2020 (number and percent distribution of total persons by region and division, selected years 1995-2020; percentage change in number and percentage point change in distribution, 1995-2000 and 2000-2010; numbers in thousands)						
Region/Division	1995	2000	2010	2020	Percent Change	
					1995-2000	2000-2010
Number						
UNITED STATES	262,820	274,634	297,716	322,742	4.5	8.4
Northeast	51,465	52,107	53,692	56,104	1.2	3.0
New England	13,312	13,580	14,173	14,938	2.0	4.4
Middle Atlantic	38,152	38,527	39,521	41,166	1.0	2.6
Midwest	61,803	63,500	65,915	68,114	2.7	3.8
East North Central	43,458	44,418	45,766	47,064	2.2	3.0
West North Central	18,348	19,082	20,152	21,051	4.0	5.6
South	91,887	97,613	107,598	117,061	6.2	10.2
South Atlantic	46,994	50,146	55,457	60,410	6.7	10.6
East South Central	16,066	16,916	18,124	19,001	5.3	7.1
West South Central	28,827	30,546	34,017	37,647	6.0	11.4
West	57,596	61,412	70,514	81,466	6.6	14.8
Mountain	15,645	17,725	20,219	22,049	13.3	14.1
Pacific	41,951	43,687	50,290	59,415	4.1	15.1
Percent Distribution						
UNITED STATES	100.0	100.0	100.0	100.0	-	-
Northeast	19.6	19.0	18.0	17.4	-0.6	-1.0
New England	5.1	4.9	4.8	4.6	-0.2	-0.1
Middle Atlantic	14.5	14.0	13.3	12.8	-0.5	-0.7
(Continued)						
Note: Numbers may not add to total due to rounding. (-) means not applicable. Source: Bureau of the Census, "Population projections for states, by age, sex, race, and Hispanic origin: 1995 to 2025," PPL-47, 1996, calculations by New Strategist.						

Table 1 (Concluded)						
Region/Division	1995	2000	2010	2020	Percentage Point Change	
					1995-2000	2000-2010
Percent Distribution (Cont.)						
Midwest	23.5	23.1	22.1	21.1	-0.4	-1.0
East North Central	16.5	16.2	15.4	14.6	-0.3	-0.8
West North Central	7.0	6.9	6.8	6.5	-0.1	-0.1
South	35.0	35.5	36.1	36.3	0.5	0.6
South Atlantic	17.9	18.3	18.6	18.7	0.4	0.3
East South Central	6.1	6.2	6.1	5.9	0.1	-0.1
West North Central	11.0	11.1	11.4	11.7	0.1	0.3
West	21.9	22.4	23.7	25.2	0.5	1.3
Mountain	6.0	6.5	6.8	6.8	0.5	0.3
Pacific	16.0	15.9	16.9	18.4	-0.1	1.0

<b>Table 2</b>						
<b>Total Population by State, 1995 to 2020 (number of persons by state, selected years 1995-2020; numbers in thousands)</b>						
State	1995	2000	2010	2020	Percent Change	
					1995-2000	2000-2010
<b>UNITED STATES</b>	<b>262,820</b>	<b>274,634</b>	<b>297,716</b>	<b>322,742</b>	<b>4.5</b>	<b>8.4</b>
Alabama	4,252	4,451	4,800	5,098	4.7	7.8
Alaska	606	654	744	839	7.9	13.8
Arizona	4,218	4,798	5,522	6,109	13.8	15.1
Arkansas	2,484	2,629	2,839	2,996	5.8	8.0
California	31,589	32,523	37,644	45,278	3.0	15.7
Colorado	3,746	4,168	4,660	5,012	11.3	11.8
Connecticut	3,277	3,285	3,400	3,620	0.2	3.5
Delaware	715	767	816	847	7.3	6.4
District of Columbia	553	520	559	623	-6.0	7.5
Florida	14,164	15,232	17,363	19,633	7.5	14.0
Georgia	7,202	7,874	8,822	9,551	9.3	12.0
Hawaii	1,188	1,256	1,440	1,679	5.7	14.6
Idaho	1,164	1,346	1,558	1,681	15.6	15.8
Illinois	11,831	12,050	12,513	13,121	1.9	3.8
Indiana	5,803	6,044	6,317	6,479	4.2	4.5
<i>(Continued)</i>						
Note: Numbers may not add to total due to rounding. Source: <i>Bureau of the Census, "Population projections for states, by age, sex, race, and Hispanic origin: 1995 to 2025," PPL-47, 1996, calculations by New Strategist.</i>						

**Table 2 (Concluded)**

State	1995	2000	2010	2020	Percent Change	
					1995-2000	2000-2010
Iowa	2,843	2,900	2,976	3,019	2.0	2.6
Kansas	2,566	2,669	2,847	3,027	4.0	6.7
Kentucky	3,859	3,993	4,172	4,281	3.5	4.5
Louisiana	4,342	4,425	4,684	4,990	1.9	5.9
Maine	1,241	1,258	1,322	1,395	1.4	5.1
Maryland	5,042	5,275	5,657	6,070	4.6	7.2
Massachusetts	6,075	6,200	6,433	6,733	2.1	3.8
Michigan	9,551	9,680	9,835	10,000	1.4	1.6
Minnesota	4,607	4,830	5,148	5,407	4.8	6.6
Mississippi	2,695	2,813	2,972	3,090	4.4	5.7
Missouri	5,324	5,540	5,865	6,138	4.1	5.9
Montana	871	950	1,039	1,094	9.1	9.4
Nebraska	1,637	1,706	1,807	1,892	4.2	5.9
Nevada	1,530	1,873	2,131	2,242	22.4	13.8
New Hampshire	1,148	1,224	1,326	1,410	6.6	8.3
New Jersey	7,946	8,176	8,638	9,239	2.9	5.7
New Mexico	1,684	1,864	2,156	2,455	10.5	15.9
New York	18,134	18,147	18,530	19,358	0.1	2.1
North Carolina	7,195	7,779	8,553	9,110	8.1	9.9
North Dakota	638	660	690	715	3.4	4.5
Ohio	11,153	11,317	11,504	11,672	1.5	1.7
Oklahoma	3,276	3,373	3,638	3,930	3.0	7.9
Oregon	3,140	3,399	3,802	4,177	8.2	11.9
Pennsylvania	12,071	12,201	12,352	12,566	1.1	1.2
Rhode Island	990	997	1,039	1,104	0.7	4.2
South Carolina	3,673	3,857	4,204	4,516	5.0	9.0
South Dakota	729	776	824	854	6.4	6.2
Tennessee	5,254	5,656	6,179	6,529	7.7	9.2
Texas	18,722	20,120	22,857	25,731	7.5	13.6
Utah	1,953	2,208	2,551	2,780	13.1	15.5
Vermont	584	617	652	673	5.7	5.7
Virginia	6,618	6,997	7,627	8,203	5.7	9.0
Washington	5,432	5,857	6,657	7,446	7.8	13.7
West Virginia	1,827	1,840	1,851	1,850	0.7	0.6
Wisconsin	5,121	5,328	5,590	5,789	4.0	4.9
Wyoming	479	524	607	668	9.4	15.8

**Table 3**  
**Population of Regions and Divisions by Age, Race, and Hispanic Origin, 1998 (total number and percent distribution of persons by region, division, age, race, and Hispanic origin, 1998; numbers in thousands)**

Age	Total		Non-Hispanic				Hispanic, %
	Number	Percent	White, %	Black, %	Native American %	Asian, %	
NORTHEAST							
Under age 5	3,498	100.0	67.6	14.3	0.2	4.3	13.5
Aged 5 to 14	7,221	100.0	70.3	13.2	0.2	4.0	12.3
Aged 15 to 24	6,500	100.0	71.3	12.8	0.2	4.1	11.5
Aged 25 to 35	7,492	100.0	72.5	11.6	0.2	4.6	11.2
Aged 35 to 44	8,662	100.0	76.9	10.2	0.2	4.0	8.7
Aged 45 to 54	6,775	100.0	80.0	9.2	0.2	3.5	7.1
Aged 55 to 64	4,470	100.0	80.9	9.3	0.2	3.0	6.6
Aged 65 to 74	3,814	100.0	85.5	7.7	0.1	1.9	4.7
Aged 75 or older	3,438	100.0	89.9	5.6	0.1	1.0	3.3
Total	51,870	100.0	76.3	10.7	0.2	3.6	9.2
New England							
Under age 5	877	100.0	79.7	7.0	0.2	3.6	9.5
Aged 5 to 14	1,859	100.0	81.3	6.6	0.3	3.1	8.7
Aged 15 to 24	1,665	100.0	82.6	6.1	0.3	3.1	7.9
Aged 25 to 35	2,023	100.0	83.7	5.5	0.3	3.4	7.1
Aged 35 to 44	2,320	100.0	87.6	4.6	0.2	2.5	5.0
Aged 45 to 54	1,777	100.0	90.3	3.9	0.2	2.0	3.7
Aged 55 to 64	1,105	100.0	91.4	3.7	0.2	1.6	3.1
Aged 65 to 74	947	100.0	93.8	2.9	0.1	1.1	2.0
Aged 75 or older	908	100.0	95.7	2.0	0.1	0.6	1.7
Total	13,481	100.0	86.6	4.9	0.2	2.5	5.7
Middle Atlantic							
Under age 5	2,621	100.0	63.6	16.7	0.2	4.6	14.9
Aged 5 to 14	5,362	100.0	66.5	15.5	0.2	4.2	13.5
Aged 15 to 24	4,835	100.0	67.4	15.2	0.2	4.4	12.8
Aged 25 to 35	5,469	100.0	68.3	13.8	0.2	5.0	12.7
Aged 35 to 44	5,342	100.0	73.0	12.2	0.2	4.6	10.0
Aged 45 to 54	4,998	100.0	76.3	11.1	0.2	4.0	8.4
Aged 55 to 64	3,365	100.0	77.5	11.1	0.2	3.4	7.8
Aged 65 to 74	2,868	100.0	82.8	9.2	0.1	2.2	5.6
Aged 75 or older	2,529	100.0	87.8	6.9	0.1	1.2	3.9
Total	38,389	100.0	72.6	12.8	0.2	4.0	10.4

(Sheet 1 of 5)

**Table 3 (Continued)**

Age	Total		Non-Hispanic				Hispanic, %
	Number	Percent	White, %	Black, %	Native American %	Asian, %	
MIDWEST							
Under age 5	4,320	100.0	77.8	13.8	0.8	2.2	5.3
Aged 5 to 14	9,100	100.0	79.4	12.7	0.8	2.1	5.1
Aged 15 to 24	8,790	100.0	81.0	11.7	0.7	1.9	4.7
Aged 25 to 35	8,783	100.0	81.7	10.6	0.6	2.3	4.8
Aged 35 to 44	10,300	100.0	85.0	9.4	0.5	1.7	3.4
Aged 45 to 54	8,024	100.0	87.2	8.3	0.5	1.5	2.5
Aged 55 to 64	5,326	100.0	88.5	7.8	0.4	1.3	2.0
Aged 65 to 74	4,321	100.0	89.9	7.3	0.3	0.8	1.6
Aged 75 or older	3,899	100.0	92.6	5.6	0.2	0.4	1.2
Total	62,864	100.0	84.0	10.0	0.6	1.7	3.7
East North Central							
Under age 5	3,061	100.0	75.0	16.3	0.3	2.2	6.2
Aged 5 to 14	6,360	100.0	76.6	15.0	0.4	2.1	5.9
Aged 15 to 24	6,105	100.0	78.3	13.9	0.4	2.1	5.5
Aged 25 to 35	6,248	100.0	79.4	12.3	0.4	2.4	5.5
Aged 35 to 44	7,250	100.0	82.8	11.2	0.3	1.8	3.9
Aged 45 to 54	5,653	100.0	85.0	10.0	0.3	1.7	2.9
Aged 55 to 64	3,739	100.0	86.4	9.5	0.3	1.4	2.4
Aged 65 to 74	3,010	100.0	87.9	9.0	0.2	1.0	1.9
Aged 75 or older	2,637	100.0	90.9	7.0	0.2	0.5	1.4
Total	44,063	100.0	81.7	11.9	0.3	1.8	4.3
West North Central							
Under age 5	1,260	100.0	84.7	7.9	1.9	2.4	3.1
Aged 5 to 14	2,740	100.0	85.7	7.3	1.7	2.1	3.2
Aged 15 to 24	1,575	100.0	87.2	6.6	1.5	1.9	2.9
Aged 25 to 35	2,534	100.0	87.2	6.3	1.2	2.3	3.0
Aged 35 to 44	3,051	100.0	90.3	5.4	0.9	1.4	2.0
Aged 45 to 54	2,371	100.0	92.3	4.3	0.8	1.1	1.5
Aged 55 to 64	1,587	100.0	93.4	3.9	0.7	0.9	1.1
Aged 65 to 74	1,311	100.0	94.5	3.5	0.5	0.6	1.0
Aged 75 or older	1,261	100.0	96.1	2.6	0.3	0.3	0.7
Total	18,801	100.0	89.6	5.5	1.1	1.5	2.2
(Sheet 2 of 5)							

*(Sheet 2 of 5)*

**Table 3 (Continued)**

Age	Total		Non-Hispanic				Hispanic, %
	Number	Percent	White, %	Black, %	Native American %	Asian, %	
SOUTH							
Under age 5	6,609	100.0	60.4	23.7	0.6	2.0	13.3
Aged 5 to 14	13,786	100.0	61.9	23.3	0.7	1.9	12.1
Aged 15 to 24	13,226	100.0	63.0	22.8	0.8	1.9	11.5
Aged 25 to 35	13,658	100.0	66.2	20.0	0.6	2.2	11.0
Aged 35 to 44	15,488	100.0	70.0	18.6	0.6	1.9	8.9
Aged 45 to 54	12,214	100.0	74.4	16.0	0.6	1.7	7.3
Aged 55 to 64	8,249	100.0	77.4	14.0	0.5	1.4	6.7
Aged 65 to 74	6,639	100.0	79.3	12.8	0.4	0.9	5.9
Aged 75 or older	5,514	100.0	82.9	11.6	0.4	0.4	4.6
Total	95,383	100.0	69.3	18.9	0.6	1.7	9.5
South Atlantic							
Under age 5	3,226	100.0	62.8	27.4	0.4	2.2	7.3
Aged 5 to 14	6,795	100.0	63.5	26.8	0.4	2.1	7.2
Aged 15 to 24	6,379	100.0	64.3	26.1	0.5	2.2	6.9
Aged 25 to 35	7,088	100.0	67.2	22.5	0.4	2.4	7.4
Aged 35 to 44	8,085	100.0	70.3	21.0	0.4	2.1	6.2
Aged 45 to 54	6,361	100.0	74.5	18.0	0.4	1.9	5.2
Aged 55 to 64	4,307	100.0	77.0	15.6	0.3	1.6	5.4
Aged 65 to 74	3,617	100.0	80.3	13.5	0.2	1.0	4.9
Aged 75 or older	3,070	100.0	83.6	11.6	0.2	0.5	4.0
Total	48,928	100.0	70.4	21.1	0.4	1.9	6.2
East South Central							
Under age 5	1,114	100.0	71.8	26.1	0.2	0.9	0.9
Aged 5 to 14	2,336	100.0	72.6	25.2	0.3	0.9	1.1
Aged 15 to 24	2,365	100.0	73.5	24.4	0.3	0.8	1.0
Aged 25 to 35	2,362	100.0	77.0	20.6	0.3	1.0	1.1
Aged 35 to 44	2,644	100.0	79.2	18.8	0.3	0.9	0.9
Aged 45 to 54	2,169	100.0	82.6	15.8	0.3	0.7	0.6
Aged 55 to 64	1,501	100.0	85.0	13.7	0.2	0.5	0.5
Aged 65 to 74	1,157	100.0	85.2	13.8	0.2	0.3	0.4
Aged 75 or older	941	100.0	85.2	14.1	0.2	0.1	0.4
Total	16,590	100.0	78.4	19.8	0.3	0.7	0.8
(Sheet 3 of 5)							

*(Sheet 3 of 5)*

**Table 3 (Continued)**

Age	Total		Non-Hispanic				Hispanic, %
	Number	Percent	White, %	Black, %	Native American %	Asian, %	
SOUTH (cont.)							
West South Central							
Under age 5	2,268	100.0	51.4	17.3	1.1	2.3	27.9
Aged 5 to 14	4,655	100.0	54.3	17.3	1.4	2.1	25.0
Aged 15 to 24	4,481	100.0	55.7	17.2	1.4	2.1	23.6
Aged 25 to 35	4,208	100.0	58.3	15.5	1.2	2.5	22.4
Aged 35 to 44	4,758	100.0	64.4	14.5	1.1	2.2	17.9
Aged 45 to 54	3,684	100.0	69.4	12.6	1.1	2.1	14.9
Aged 55 to 64	2,441	100.0	73.5	11.2	1.1	1.5	12.7
Aged 65 to 74	1,865	100.0	75.9	10.8	1.0	1.1	11.3
Aged 75 or older	1,503	100.0	79.8	10.0	1.1	0.5	8.5
Total	29,865	100.0	62.5	14.7	1.2	2.0	19.6
WEST							
Under age 5	4,689	100.0	50.1	5.3	2.0	9.5	33.1
Aged 5 to 14	9,289	100.0	53.5	5.5	2.2	9.1	29.8
Aged 15 to 24	8,360	100.0	55.8	5.3	2.0	9.4	27.6
Aged 25 to 35	8,824	100.0	56.1	5.3	1.6	9.7	27.3
Aged 35 to 44	9,940	100.0	64.4	5.2	1.4	8.8	20.1
Aged 45 to 54	7,506	100.0	70.8	4.3	1.3	8.5	15.1
Aged 55 to 64	4,617	100.0	73.3	4.2	1.2	8.2	13.3
Aged 65 to 74	3,591	100.0	76.0	3.6	0.9	8.1	11.4
Aged 75 or older	3,071	100.0	82.6	2.9	0.8	5.5	8.2
Total	59,885	100.0	62.3	4.9	1.6	8.8	22.5
Mountain							
Under age 5	1,254	100.0	67.0	3.3	5.0	2.3	22.4
Aged 5 to 14	2,635	100.0	68.5	3.3	4.8	2.1	21.3
Aged 15 to 24	2,514	100.0	71.2	3.2	3.9	2.1	19.6
Aged 25 to 35	2,310	100.0	71.8	3.4	3.5	2.6	18.7
Aged 35 to 44	23,710	100.0	77.2	3.1	2.7	2.1	14.9
Aged 45 to 54	2,155	100.0	81.4	2.4	2.2	1.8	12.2
Aged 55 to 64	1,405	100.0	83.1	2.3	2.0	1.6	11.0
Aged 65 to 74	1,077	100.0	85.5	1.9	1.6	1.4	9.6
Aged 75 or older	870	100.0	89.8	1.3	1.2	0.7	6.9
Total	16,930	100.0	75.7	2.9	3.2	2.0	16.3
(Sheet 4 of 5)							



Table 3 (Concluded)							
Age	Total		Non-Hispanic				Hispanic, %
	Number	Percent	White, %	Black, %	Native American %	Asian, %	
WEST (cont.)							
Pacific							
Under age 5	3,435	100.0	43.9	6.0	1.0	12.2	37.0
Aged 5 to 14	6,654	100.0	47.6	6.3	1.1	11.8	33.1
Aged 15 to 24	5,846	100.0	49.2	6.2	1.1	12.5	31.0
Aged 25 to 35	6,513	100.0	50.5	6.0	0.9	12.2	30.4
Aged 35 to 44	7,230	100.0	49.7	6.0	0.9	11.3	22.1
Aged 45 to 54	5,350	100.0	66.5	5.1	0.9	11.2	16.3
Aged 55 to 64	3,212	100.0	68.6	5.1	0.9	11.1	14.4
Aged 65 to 74	2,513	100.0	71.9	4.4	0.7	10.9	12.1
Aged 75 or older	2,201	100.0	79.7	3.6	0.6	7.4	8.7
Total	42,954	100.0	57.0	5.7	0.9	11.5	24.9
(Sheet 5 of 5)							

## Geospatial Depictions of Population Growth Projections

The nine Geographic Information System (GIS) maps to follow (Figures 2-10) show current population growth projections for Hispanic, African, and Asian Americans by county for the entire U.S. The projected growth and distribution of each ethnic group is depicted by a set of three maps. The first map in each set shows the baseline population density and distribution for that group by county for the year 2000. The next map shows the ethnic group's projected population growth for the period 2000 – 2010. The final map in each set shows the projected population growth (or decline) for the period 2000 – 2020. It is interesting to note that while both African and Asian projections show a population decline in some counties, the Hispanic population projections show only positive growth. Declining populations among Asian and African Americans generally relate to the movement of rural populations to urban areas. In the case of African Americans it may also reflect the observed migration of northern black families to the ancestral south (Frey 1998).

The nine GIS maps are based on the demographic projections of Woods and Poole Economics, Inc. This database contains more than 550 economic and demographic variables for every county in the United States for every year from 1970 to 2025. The massive Woods and Poole database includes detailed population data by age, sex, and race; employment and earnings by major industry; personal income by source of income; retail sales by kind of business; and data on the number of households, their size, and their income. All of these variables

are projected for each year through 2025. In total, there are over 99 million statistics in their regional database.

One important fact to keep in mind, however, in reviewing these GIS maps is that Woods and Poole lumps together the Census Bureau categories of Asians and Pacific Islanders (API) with American Indians, Eskimos, and Aleuts (AIEA). The relatively high population densities of Asians depicted in the northern and southern plains may actually reflect the relatively strong Native American presence in these areas.

Woods and Poole developed a regional model that produces the projection component of the database. Their regional projection methods are revised somewhat year to year to reflect new computational techniques and new sources of regional economic and demographic information. Each year a new projection is produced based on an updated historical database and revised assumptions. The fact that the proprietary Woods and Poole economic and demographic projection rely on a very detailed database makes them one of the most comprehensive county-level projections. The credibility of Woods and Poole's economic and demographic projections comes from their origin in a comprehensive historical county-based database and the integrated nature of their projection model.

The demographic portion of the Woods and Poole regional model follows a traditional cohort-component analysis based on calculated fertility and mortality in each county or economic area (EA) (Note: 172 economic areas are defined by the U.S. Department of Commerce). The age, sex, and race distribution of the population is projected by aging the population by single year of age by sex and by race for each year through 2025 based on county or EA specific mortality, fertility, and migration rates estimated from the historical data. In the Woods and Poole model, projected net mortality and migration are estimated based on the historical net change in population by age, race, and sex for a particular county or EA. Similarly, projected net births and migration of age zero population by race are estimated based on the historical change in age zero population by race per female population age 15 to 44 by race for a particular county or EA.

The Woods and Poole population projections by age, sex, and race, for the period 1999-2025, are ultimately based on Bureau of the Census population estimates. Woods and Poole adjusts these estimates to reflect current year population estimates. The U.S. population by age, sex, and race forecast is the control total for the EA projections. Each EA projection serves as the control total for the county projections.

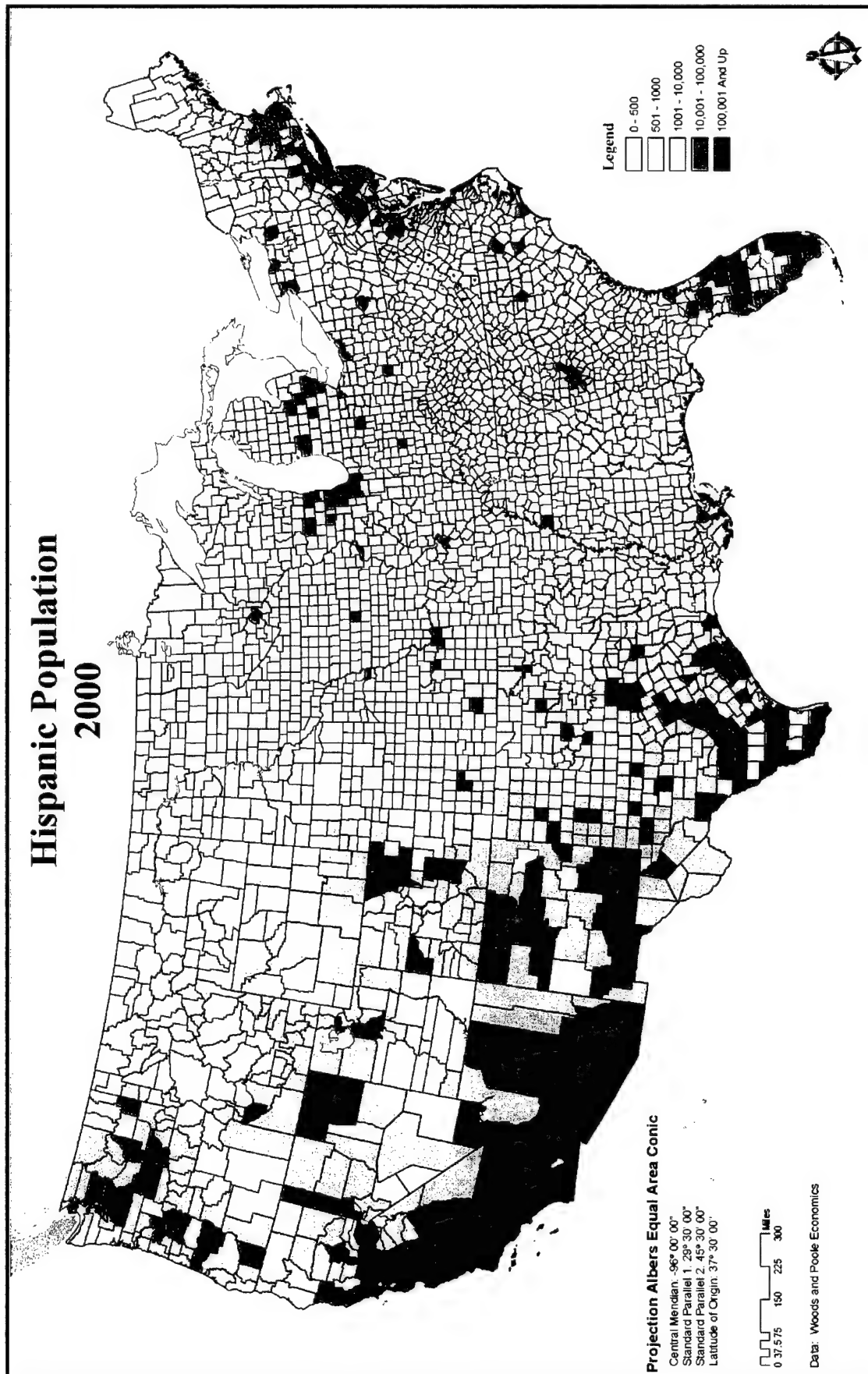


Figure 2. Hispanic population, 2000

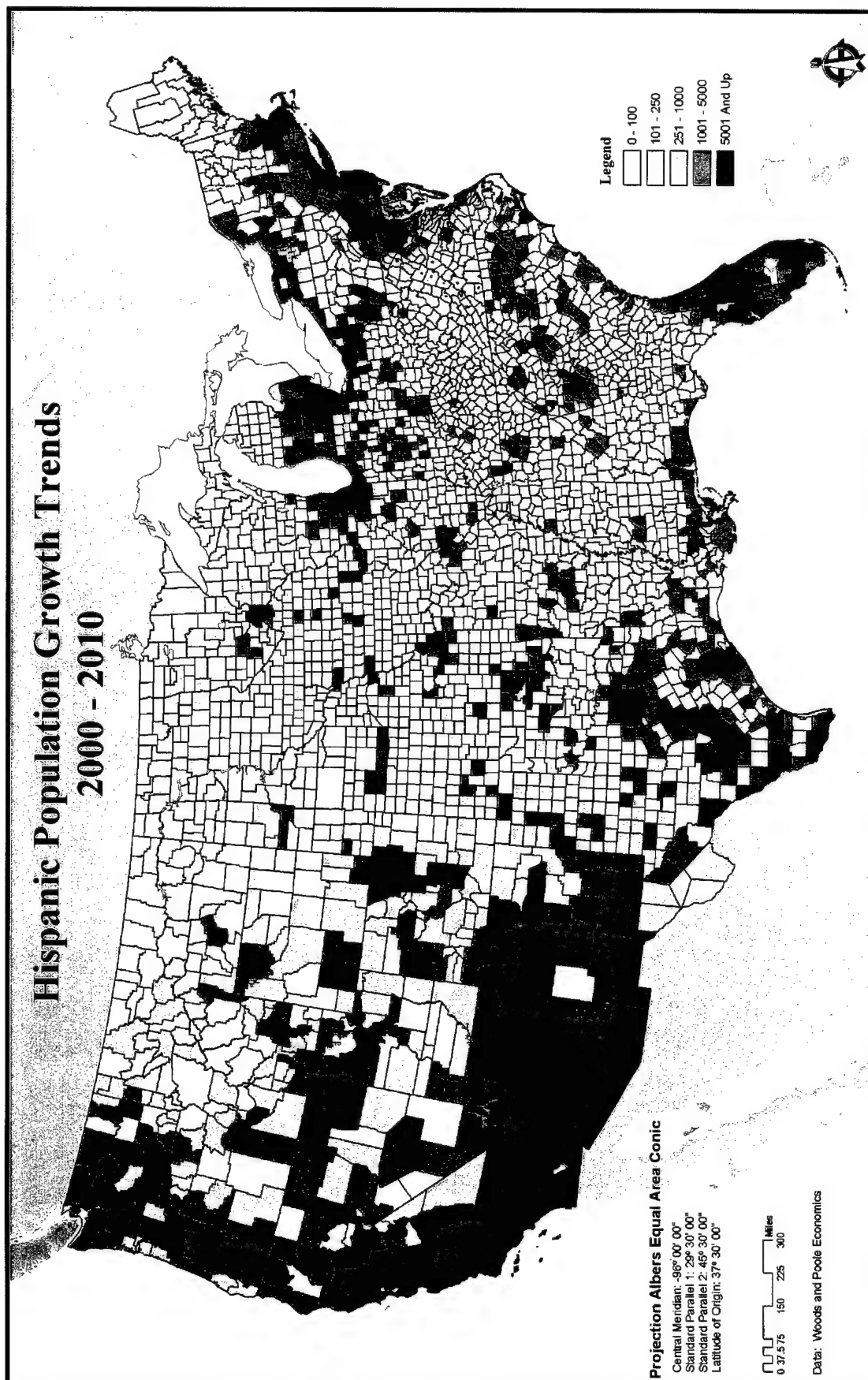


Figure 3. Hispanic population growth trends, 2000-2010

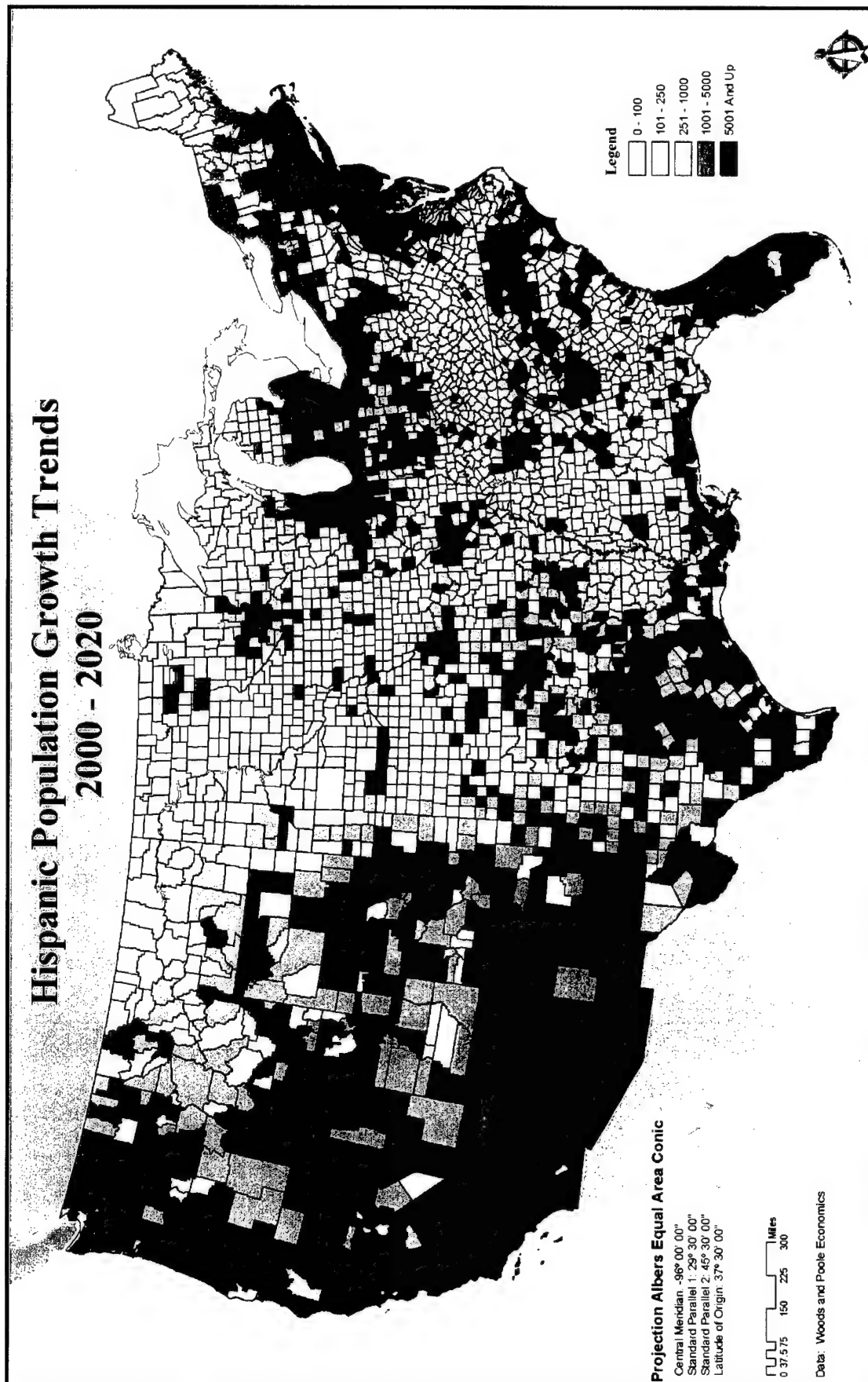


Figure 4. Hispanic population growth trends, 2000-2020

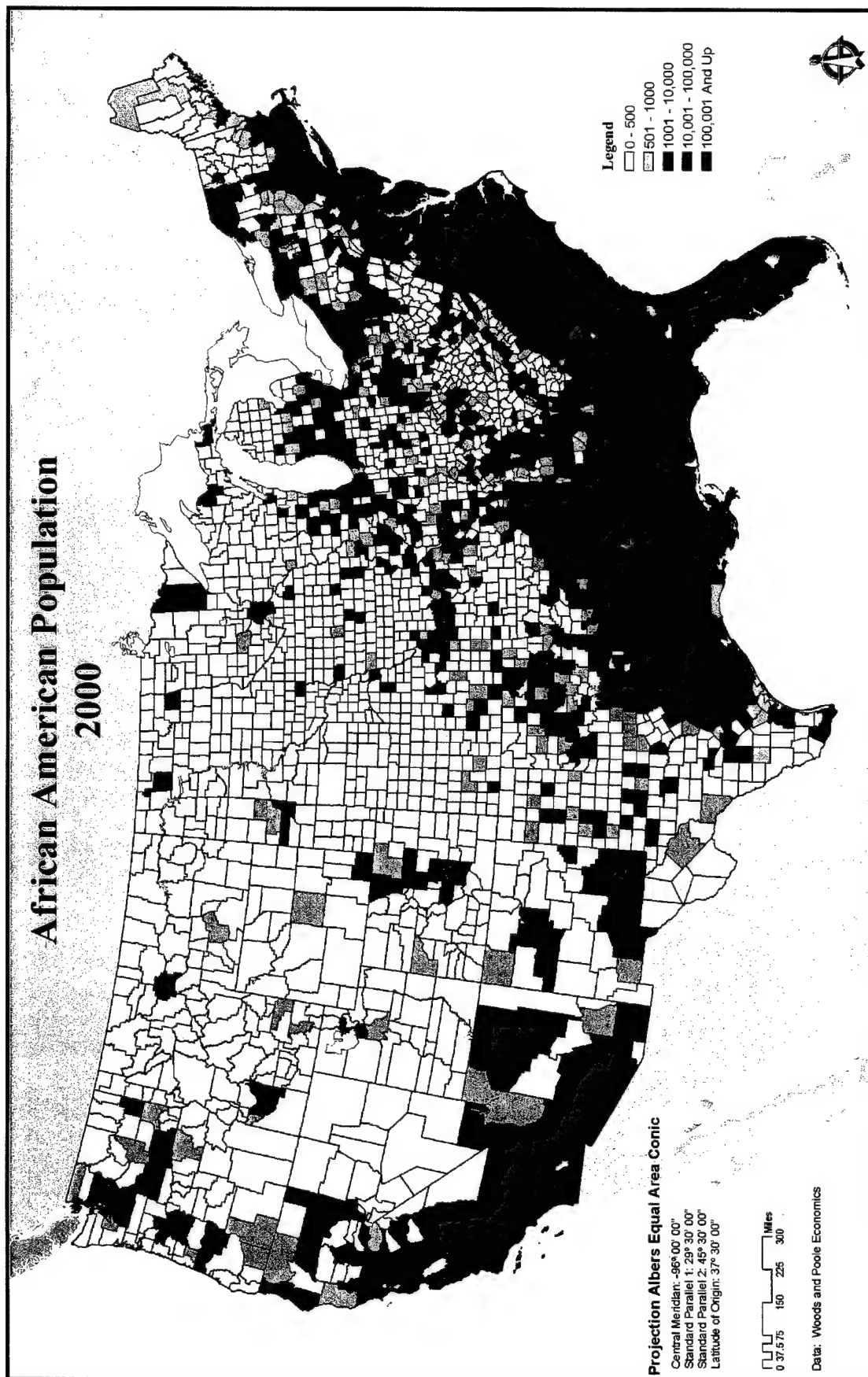


Figure 5. African American population, 2000

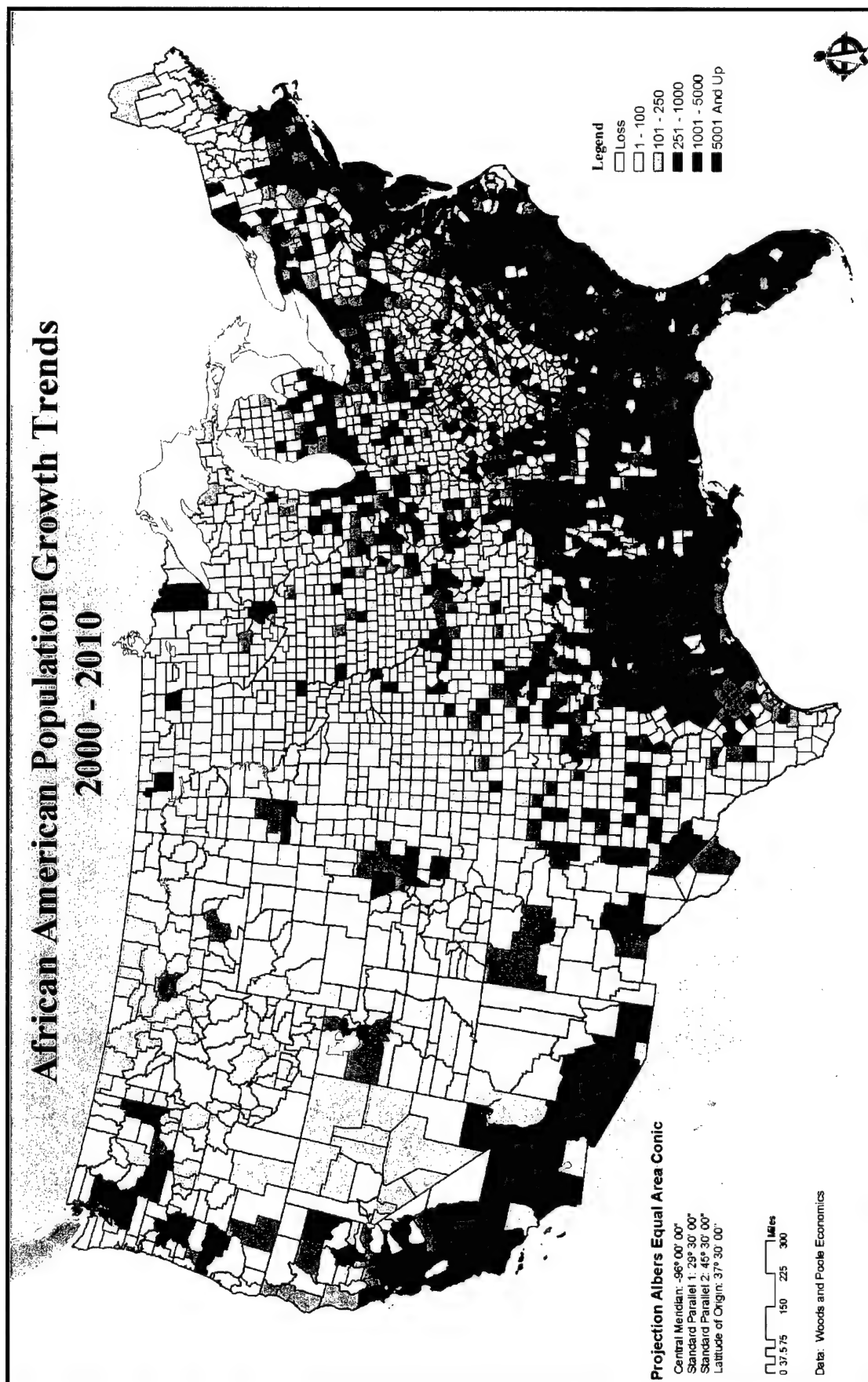


Figure 6. African American population growth trends, 2000-2010



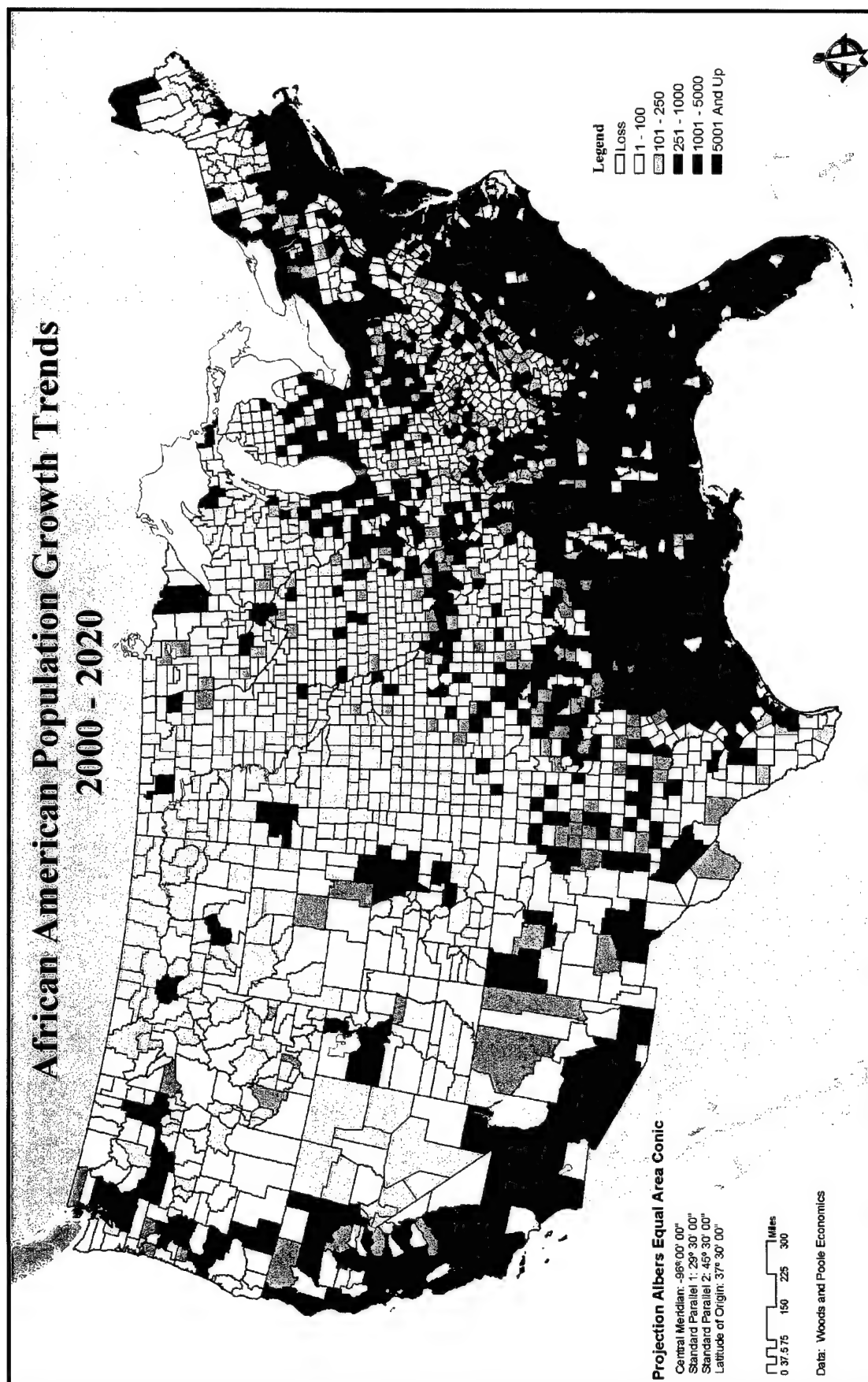


Figure 7. African American population growth trends, 2000-2020



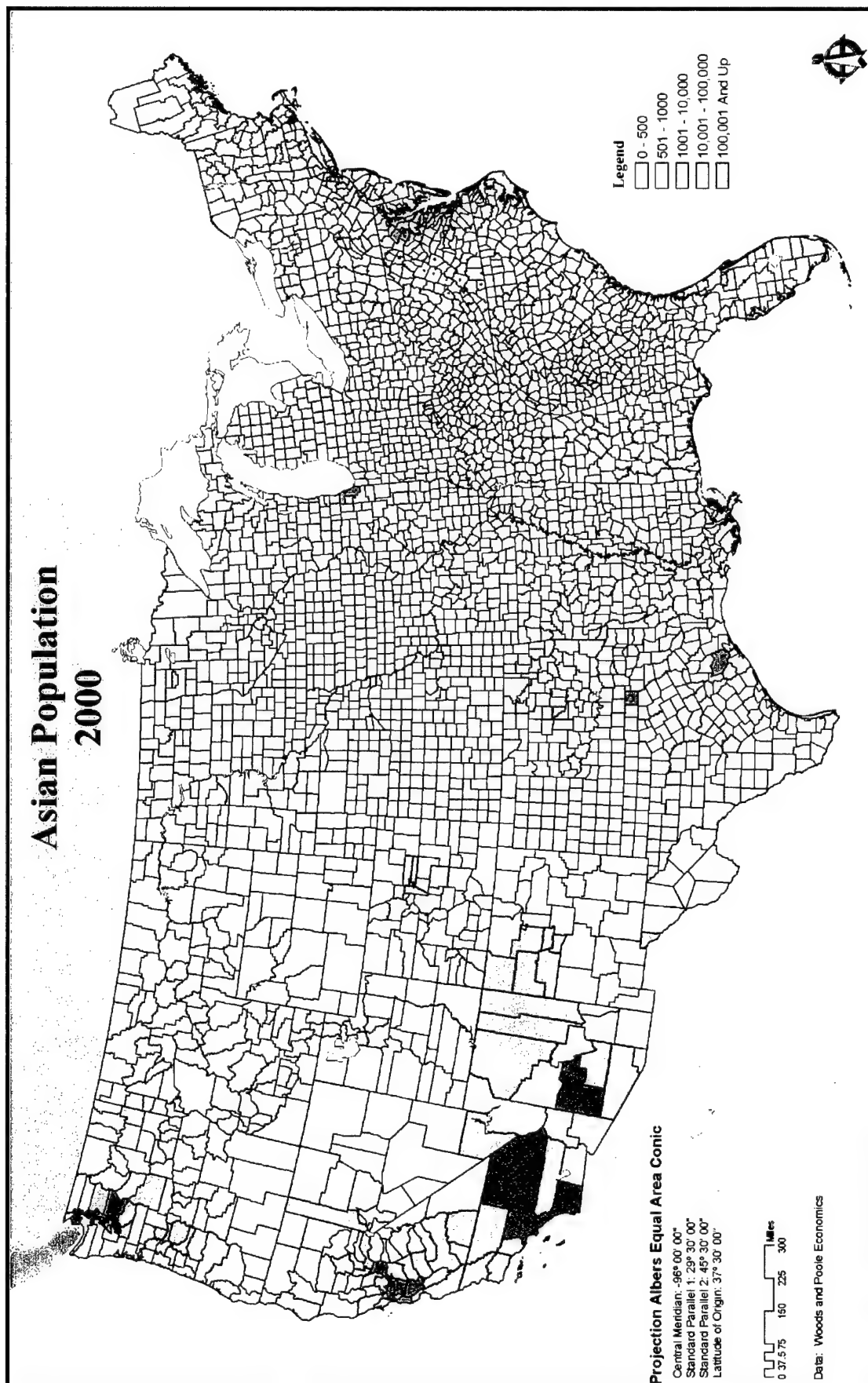


Figure 8. Asian population, 2000

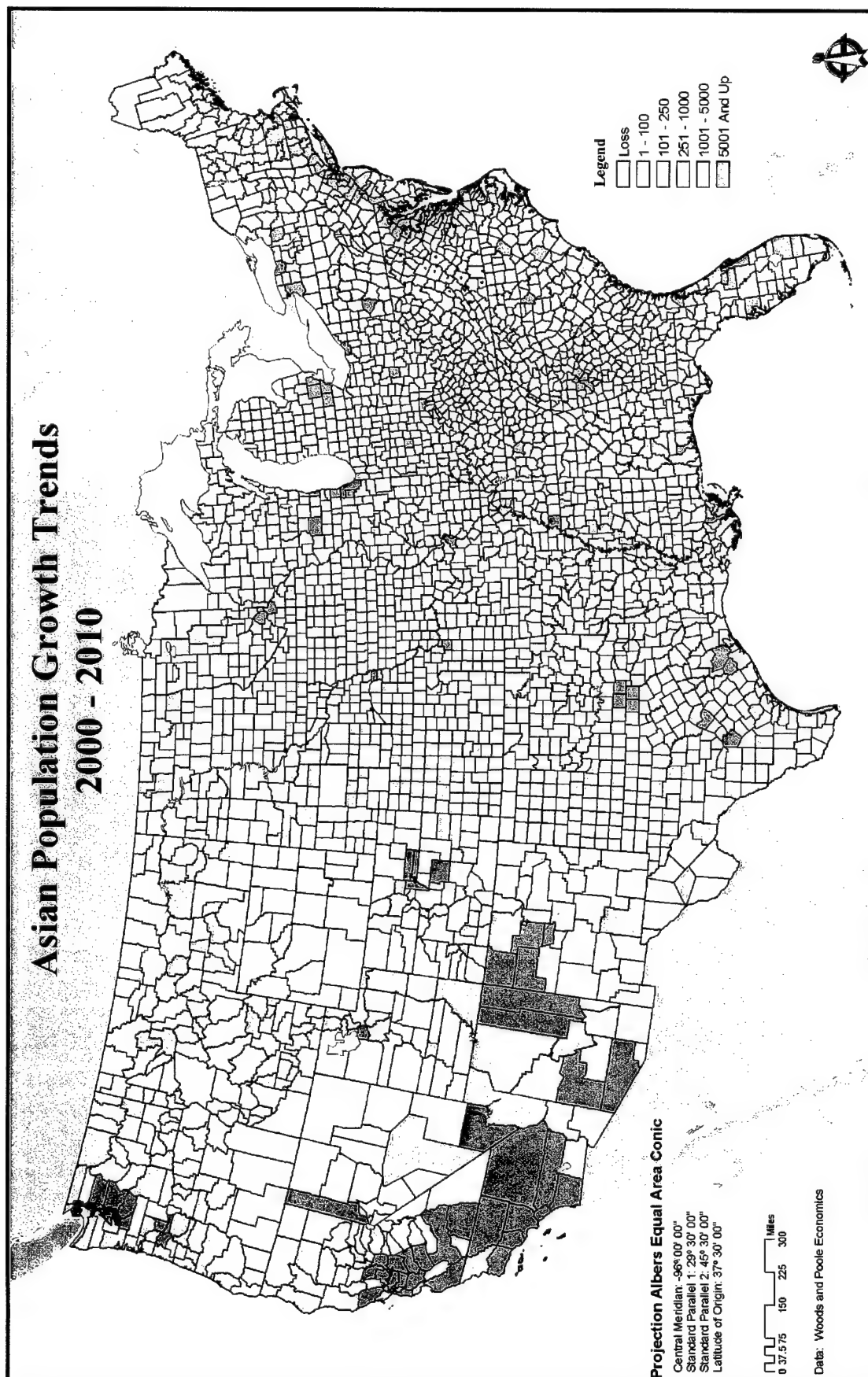


Figure 9. Asian population growth trends, 2000-2010

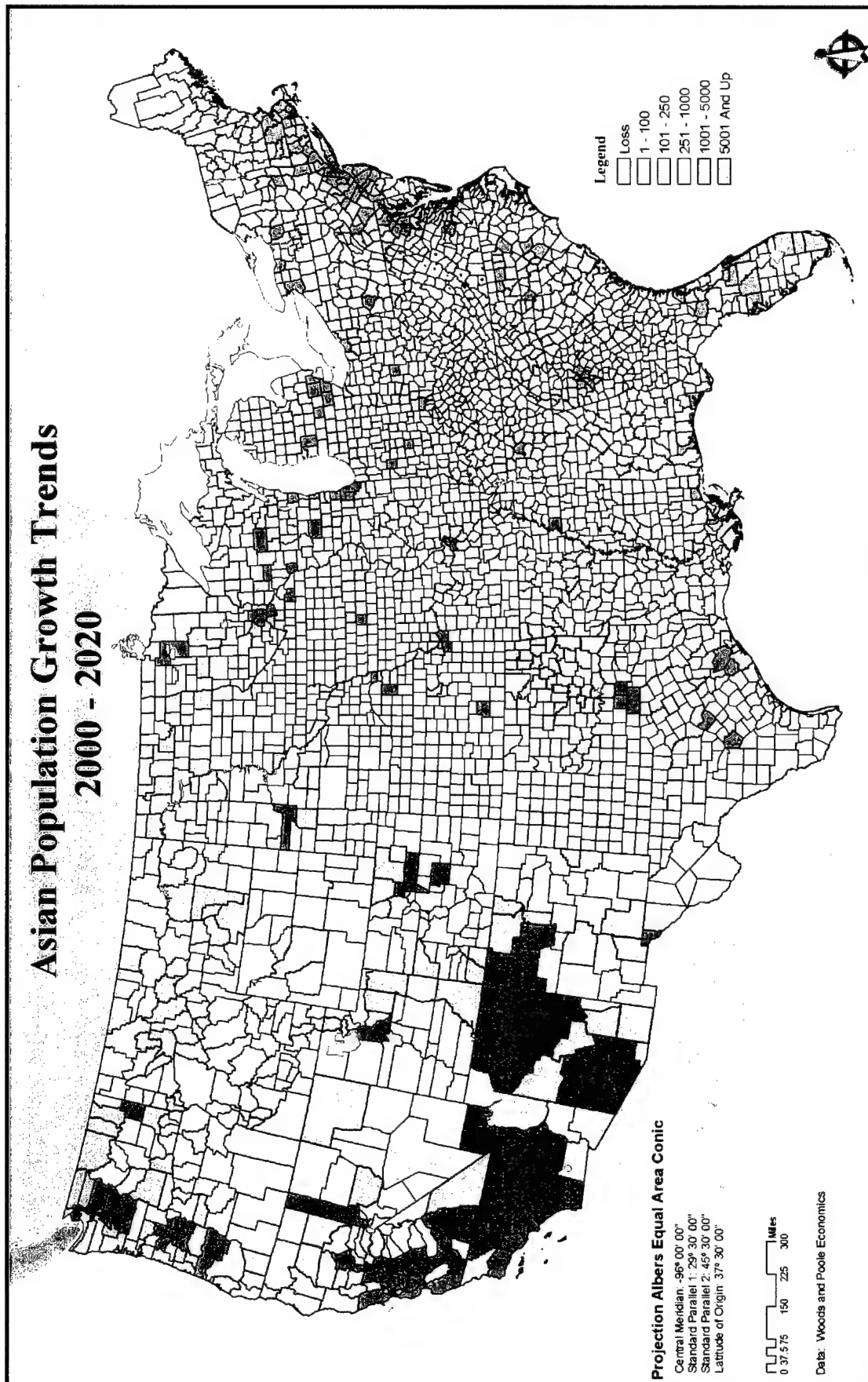


Figure 10. Asian population growth trends, 2000-2020

## Implications for Corps Recreation

By the year 2020 one in three Americans will belong to an ethnic or racial minority. Running ahead of the Census Bureau's 1996 projections, Hispanics in 2002 have already surpassed African Americans as America's largest minority group. Also by 2020, America's largest population segment, white middle-class baby boomers, will be at the height of their economic influence on the Corps recreation program. A white baby boomer born in the 1950s will be retired, interested in devoting an increased amount of time to recreation and with the "disposable" income to indulge in sophisticated recreational pursuits that will require substantial improvements in the Corps recreational infrastructure. The convergence of this traditional white middle-class customer base and the dramatically expanding ethnic minority customer base is already starting in some parts of the U.S. and will be fully realized over the next 20 years.

Traditionally, the Corps has designed its recreational facilities with a specific customer base in mind, white middle-class nuclear families. This large population of white middle-class baby boomers and their families require recreational facilities for their relatively affluent recreational interests, e.g., camping with recreational vehicles, the increasing use of personal water craft, sailing and power boats, et cetera, and clearly the Corps should continue to accommodate their needs. Yet, Corps projects must serve all of the American public. Corps projects should not cater to any one age group or any one ethnic or racial group.

Ethnic minority groups in the United States tend to be strongly regionalized and urbanized (with the exception of Native Americans) and these trends are projected to continue. Urban minority visitors to Corps projects can have very different needs and expectations than the Corps' traditional customers. Most prefer day use to camping. Most minority visitors recreate in larger family and social groups. Many do not have the interest or income to indulge in expensive water-based recreation. These ethnic minority visitors to Corps projects are coming in ever-greater contact with white middle-class baby boomers with quite different recreational habits and preferences. This convergence of disparate recreational interests will only increase as more baby boomers begin to retire and ethnic minority populations continue to increase.

The growing number of minority visitors coming from urban areas require facilities to accommodate their distinctive recreational styles and the Corps, a Federal agency with a heavy investment in recreation, has been directed by two executive orders to accommodate their needs as well. The problem for the Corps, stated succinctly, is this: How do we as an agency committed to customer service accommodate both the traditional and the nontraditional user? How do we rehabilitate our aging recreational infrastructure to meet the distinctive needs of our minority customers? How do we resolve, or better still, prevent recreation use conflicts between our traditional (white middle-class) customers and the ever-increasing number of minority visitors? How can the Corps be "all things to all people?"

Many Corps projects have already begun to encounter difficulties in accommodating increasing numbers of ethnic minority customers. Certain rural areas of

the Midwest and Northeast still have a mostly white visitation. Corps projects in these areas are primarily coping with the increasingly sophisticated demands of the white middle-class baby boomer population. But Corps projects near major metropolitan areas in the southeastern and southwestern United States, in the Pacific coastal states of California, Oregon, and Washington, and near large metropolitan areas of the Midwest and northeastern U.S. already are experiencing difficulties coping with the growing numbers of minorities and their different recreational needs. Some of these difficulties have been documented in the four Technical Notes prepared for the original "Ethnic Culture" work unit (Dunn and Feather 1998; Dunn 1998; Dunn 1999a; and Dunn 1999b).

The most noticeable effects of the projected convergence and anticipated conflict between traditional and nontraditional visitors will be in those regions of the United States which currently have large minority populations, e.g., Hispanics in the southwestern states and in California; African Americans in the Southeast and south-central states, and in metropolitan areas in the North; Asian American groups in California and the other Pacific Coast states; and Native Americans in the northern and southern plains, the desert Southwest, and in the Pacific Northwest. The population diversity we now find in California now can give us a glimpse into America's future. How can we manage for this kind of ethnic diversity in the future? The next section will examine what a number of land managing agencies have done and are doing to meet the challenge of an ethnically diverse America.

### 3 Ethnic Diversity and Recreation Management

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One of the first-year goals of ERDC's "Ethnic Diversity" research effort has been to contact recreation professionals in academia, government, and private industry with firsthand experience in designing and modernizing recreation facilities for minority groups (Dunn 2000). An effort was made to compile a list of those facilities, projects, and programs that have actually been built or implemented and determine what features make them successful. Finally, there was an effort made to analyze firsthand one or more of these management success stories.

Initial telephone contacts with recreational professionals recommended by ERDC researchers produced mixed results. For example, contacts with Florida State Parks, Miami-Dade County Park and Recreation Department, Pembroke Pines Plantation, and the New Mexico State Parks Association revealed that there were much less hard data on facility redesign and service improvements for ethnic minority groups than had been assumed. In Florida, for example, there appeared to be an especially strong commitment to the notion of "ethnic neutrality" in recreation facility design. This notion implies that the majority population will view any special design feature that caters to a particular minority group negatively. The limited value of the ethnic neutrality approach in recreation will be discussed in a later section. After a dozen or so informal contacts with recreation professionals around the country it became clear that a more systematic approach was needed.

The first stage in this systematic approach was to contact each of the affiliated state associations of the National Recreation and Park Association (NRPA) (Appendix A). With over 22,000 active members the NRPA is the major national association for recreation professionals in the U.S. Among the NRPA's stated values is to "enhance the human potential through the provision of facilities, services, and programs that meet human emotional, social, and physical needs." One of its stated goals is "to promote individual and community wellness to enhance the quality of life for all citizens." The fulfillment of similar goals is what the Corps-sponsored "Ethnic Diversity" research effort is all about. Figure 11 shows a sample contact letter that was sent to each of the 50 state associations of the NRPA. Figure 12 shows the data acquisition form used to compile information from the written and e-mail responses to this request.

March 21, 2001

Alabama Recreation and Parks Association  
2501 Bay Street  
Montgomery, Alabama 36107

Dear Colleague:

The U.S. Army Corps of Engineers has recently begun a research initiative in its Recreation Management Support Program entitled *Demographic Trends and Facility Modernization*. This research effort will focus on the identification, evaluation, and monitoring of recreational facility and service improvements to benefit our ethnic minority visitors. Mr. Scott Jackson, our team leader for recreation research at the Army Engineer Research and Development Center (ERDC), has asked me to contact you, and other recreation professionals nationwide, in an effort to identify parks and recreation programs that have been, or will be transformed to better meet the needs of ethnic minority visitors.

We want to begin a dialogue with recreation professionals who have had first-hand experience in designing, building, or modernizing recreation facilities with a particular minority customer base in mind (e.g. Hispanic, Asian, African, and Native Americans). Initially, we want to compile a list of facility improvement projects and talk to the professionals who brought about their successful transformation. A sample of these projects will be visited over the next year.

If you, or your staff, have had hands-on experience in the creation or upgrading of facilities and services to improve the recreational experiences of your minority visitors, we would very much like to have your input into our research. Our point of contact for your response is Mr. Robert Dunn. You may contact him at (601) 634-2380, by e-mail at [Robert.A.Dunn@erdc.usace.army.mil](mailto:Robert.A.Dunn@erdc.usace.army.mil), or by writing to the address shown above, to share your agency's experiences in recreational facility improvement for minority groups. Thank you in advance for your help in providing this important information.

Sincerely,

MICHAEL F. PASSMORE, PhD  
Chief, Ecological Resources Branch  
Environmental Laboratory

Figure 11. Contact letter to National Recreation and Parks Association state societies

Responses to this first information request were quite mixed. Some associations did not reply at all. Others (such as the New York State Association) were extremely helpful and published the ERDC contact letter in their association newsletters. Real success stories were few and far between. One success story at the Fort Mose Historical Site in Florida will be discussed in a later section. The overall results of this first effort clearly showed that while some facility modification and service improvements have occurred which are specifically geared to



**RECREATIONAL FACILITIES AND SERVICES IMPROVEMENT/MODERNIZATION SUCCESS STORIES**

**AGENCY/POC:**

**LOCATION OF PARK/FACILITY:**

**NATURE OF IMPROVEMENT:**

**ISSUE/PROBLEM/OPPORTUNITY ADDRESSED**

**ETHNIC GROUP(S) AFFECTED:**

**IMPLICATIONS FOR ERDC RESEARCH:**

Figure 12. Data acquisition form for management success stories

minority groups the great majority were geared toward an ethnically neutral design that was out of touch with the country's changing demographics. The ERDC research effort, with its emphasis on facility and service modifications for minority visitors would be breaking some new ground.

The second stage of systematic information gathering was accomplished with the assistance of Iantha Gantt-Wright, Director of the Diversity Program of the National Parks Conservation Association (NPCA). The NPCA, which has long served as an advocate for the National Parks, has more recently embarked on a nationwide initiative to connect the leadership and employees of the National Park Service (NPS) with minority communities and people of color around the country. Gantt-Wright was instrumental in providing ERDC's researchers with a list of 400 recreation professionals who had attended the NPCA's Mosaic 2000 Workshop held in November, 2000, in Santa Fe, NM.

The primary goal of Mosaic 2000 was to bring together the National Park Service's leadership with representatives of culturally diverse organizations and institutions to engage in 3 days of interactive workshops to develop legislative, administrative, and policy initiatives for creating lasting systemic change. The ERDC team contacted about 100 individuals from the long list of attendees of the



Mosaic 2000 workshop. These individuals represented a large cross section of Federal, state, municipal and private organizations with expertise and interest in ethnic minority recreation. Many of these individuals provided valuable information. Certain key individuals from the Mosaic 2000 list were later invited to participate in the ERDC-sponsored workshop on ethnic minority recreation held in October (16-18) in Estes Park, CO. The key role of the National Park Service's Intermountain Region Division in the "Ethnic Diversity" research effort came through the NPCA's Mosaic link.

## Going Beyond Ethnically Neutral Recreation Designs

During the initial telephone contacts with recreation professionals around the country the phrase "ethnic neutral" recreation designs came to the forefront quite frequently. In response to the ERDC contact letter and a follow-up e-mail, Dean Combs, Director of Parks and Recreation at Pembroke Pines, FL, wrote the following message dated February 14, 2001:

*I would be happy to help you in any way I can...I worked in Hialeah (95% Hispanic) for 25 years. In Hialeah, and now at Pembroke Pines we really did not design any recreation facilities with a particular minority customer base in mind. All of the facilities built or remodeled were "ethnic neutral" in my mind. I can't think of anything I've been associated with that ethnicity was a concern for design purposes.*

This same idea was echoed in the response of Bill Potter with the Orange County (Florida) Parks and Recreation Department. Edward Bowman with Florida State Parks noted in his telephoned response that a good ethnically neutral design "avoids antagonizing other groups. The ethnically neutral approach is not limited to the east. Architect Richard Ransden with National Park Service's Denver Service Center indicated when it came to facility designs ethnic neutrality was the goal set forth by the National Park Service. Likewise, Denise Taylor with the Colorado Parks and Recreation Association, indicated that her agency did not "have any firsthand knowledge of designs specifically for minority groups."

In general, many of the white middle-class recreation professionals contacted seemed to be advocating an ethnically neutral approach that could accommodate most, if not all, minority groups. The unstated premise in this approach that minority groups engaging in public recreation would be well advanced in the process of cultural assimilation, that is to say, they would tend to be more highly acculturated. Another unstated premise here is that building facilities with a particular ethnic or cultural group in mind is a fruitless exercise because the process of acculturation (cultural assimilation) will act to push minority groups toward the recreational patterns of the majority population. In other words, with the passage of time, minority recreational visitors will (and indeed should) accommodate themselves to the majority population's preference in facilities. The "one size fits all" universal design approach will be discussed with the results of the ERDC workshop on ethnic recreation held in Estes Park, CO.

Not all of the respondents contacted advocated an ethnically neutral design approach. This was particularly true of many academics working in the field of leisure science and tourism. One of the most intriguing academic research efforts is the Ethnicity and Public Recreation Participation (EPRP) model created by Gomez (1999).

## **Ethnicity and Public Recreation Participation Model**

Edwin Gomez, Ph.D., of Old Dominion University was one of the initial contacts made in ERDC's effort to identify ethnic recreation success stories. For his doctoral dissertation research at Michigan State University, Gomez studied Puerto Rican immigrants in Massachusetts. His dissertation, entitled "Reconceptualizing the Relationship Between Ethnicity and Public Recreation: A Proposed Model," presents an intriguing and provocative alternative to the ethnically neutral approach (Gomez 1999). At ERDC's request he has provided a summary of his dissertation research that appears in Appendix B. A journal article also based on this research is scheduled to be published in the journal *Leisure Science* in 2002.

The purpose of his dissertation research was to identify factors, which were hypothesized to be important in examining the relationship between ethnicity and recreation behavior. This was accomplished in one of two ways. The first approach was to create a theoretical model that underscored the relationships between the different factors as hypothesized in the recreation literature regarding ethnicity, race, and recreation. Gomez identified the following six factors: (a) ethnicity (subcultural identity), (b) marginality (socioeconomic status), (c) acculturation, (d) perceived benefits of public recreation, (e) perceived discrimination, and (f) public recreation participation. Based on prior empirical studies, the six factors were assembled to provide the building blocks for his EPRP model (Figure 13). The EPRP model was submitted to stringent validity tests of internal consistency and parallelism. The constructs held and were used as summative variables in a path analysis where the model was then analyzed to estimate the parameters and test for the fit of the model.

Gomez's dissertation research supported Floyd, Gramann, and Saenz's (1993) idea that acculturation (cultural distance) plays a critical role in the relationship between one's subcultural identity (intergroup distance) and socioeconomic status (socioeconomic distance). Acculturation was found to be an important causal antecedent to several variables in the EPRP model.

The final model hypothesizes acculturation to be the direct antecedent, or driving force, behind the other constructs, which are hypothesized in the literature as having an effect on recreation participation by ethnic group members. Therefore, the extent to which one is acculturated has an impact on one's socioeconomic standing, subcultural identity, perception of discrimination, and one's perception of the benefits of parks, and actual recreation participation in the parks.

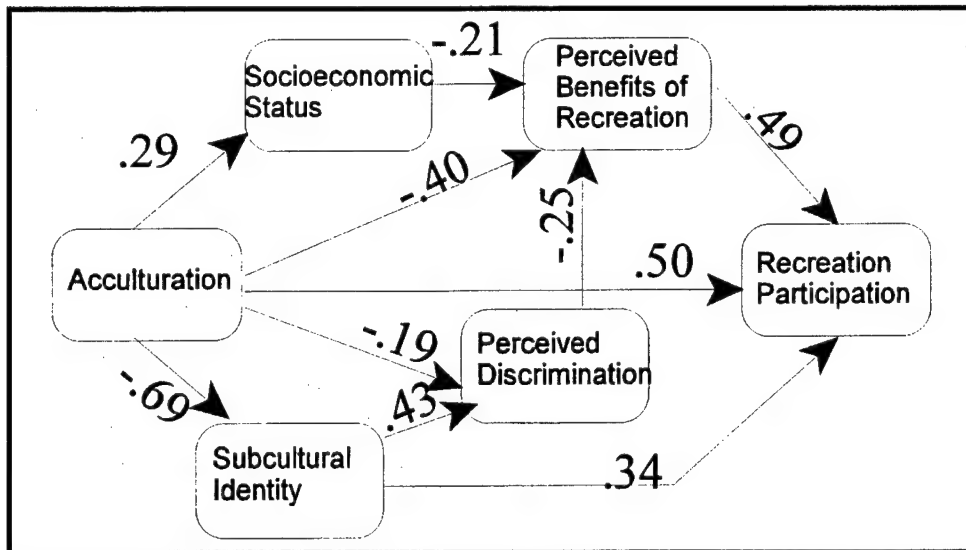


Figure 13. Ethnicity and Public Recreation Participation (EPRP) model (Gomez's final version)

The theoretical EPRP model was then subjected to a confirmatory factor analysis to validate the existence of the factors/constructs as measured by the items that made up each construct. Once validity was assessed, the model was then empirically subjected to a path analysis in order to estimate the parameters of the EPRP model, and test the fit of the model by assessing whether or not the model was consistent with the data.

The researcher revised the model based on the path coefficient and error analysis and found that the revised model was not different, conceptually, from the initial model. As a result, this study provides a theoretically and empirically sound model to consider in reconceptualizing the relationships between ethnicity and marginality factors and their effect on public recreation participation.

Gomez de-constructed the EPRP model to illustrate, pedagogically, how the model reflects prior literature and reconceptualizes the relationships. One method of approaching this de-construction is to discern what would happen with the removal of one or several parts of the model.

The two key constructs in the EPRP model are acculturation and perceived benefits. The former is a significant driving force in the model: the latter because it is both central to the model, and it is a "new" construct advocated for and introduced in this study. The removal of a construct does not change the correlation between the constructs, rather the changes occur in the path coefficients, i.e., in the nature of the direct relationships (Figure 14).

## Importance of Acculturation

The understanding that acculturation is a significant driving force has several ramifications for recreation professionals and for the Corps.

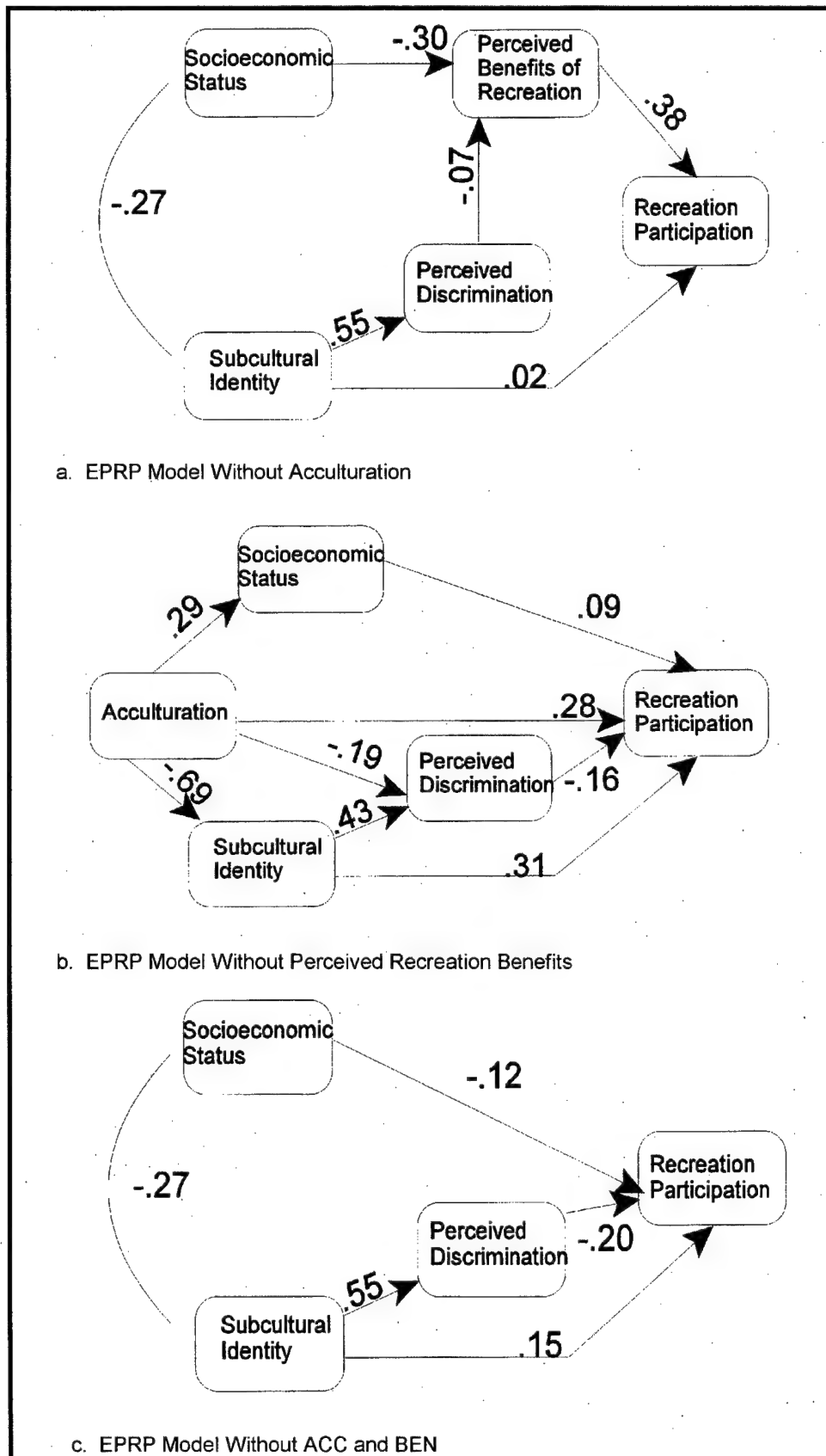


Figure 14. EPRP model variants (Gomez 1999)

Gomez's research indicates that the "sense of belonging" one has to American society impacts public recreation by ethnic minorities. If one does not feel accepted in the United States, one is not likely to participate in public places, regardless of subcultural (ethnic) identity. One can have a strong subcultural/ethnic identity, but if one feels he/she belongs, one will still participate in the public sphere. The implication of this for the Corps is that public use areas should be promoted as cultural centers, and recreation programs need to be more inclusive. In order to create this sense of belonging it is important and indeed critical to understand the different leisure patterns and needs of various ethnic groups. When it comes to ethnic minority recreation, Gomez's research strongly suggests that one size doesn't fit all.

As he himself admits, Gomez's doctoral dissertation research needs to be replicated outside the Hispanic cultural sphere. Specifically, the study should be replicated among a variety of other ethnic groups. Use the same constructs, but alter the substantive nature of the items/indicators to reflect the particular ethnic group under study. The concepts would still have to be subjected to a confirmatory factor analysis. The purpose would be to see if the EPRP model holds true for other ethnic groups. Additional research along this line is expected to follow.

In summary, Gomez's research makes several important contributions to the existing knowledge regarding ethnicity and recreation behavior. His study uses statistical techniques not utilized in prior research on this topic. His sample collection technique (Appendix B) could be used as a model for other difficult to reach ethnic groups. Perhaps his most significant finding is that the acculturation process is a significant factor for understanding the way ethnic minority visitors recreate. In the context of all the factors comprising the EPRP model it is the antecedent of all these other factors. This is a reconceptualization that goes far beyond ethnic neutrality.

## 4 Ethnic Recreation Success Stories

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### Creating a Sense of Belonging among African Americans at Fort Mose, Florida

Despite the apparent acceptance of the ethnically neutral recreation design philosophy among many recreation professionals there are some notable exceptions. One is these is the Fort Mose Historical Site. In response to the ERDC contact letter, several individuals associated with Florida State Parks proposed Fort Mose, an 18<sup>th</sup> century free African settlement, as the “best example of a minority park situation.” By this is meant, presumably, a park that is minority-oriented both in its historical subject and the audience the park’s interpretive program attempts to reach.

Established in 1738 by colonial Spanish Florida’s Governor Manuel Montiano, Fort Mose gave sanctuary to Africans challenging enslavement in the English colony of Carolina. Approximately 100 Africans lived at Fort Mose, forming more than 20 households. Together they created a frontier community that drew on a range of African backgrounds blended with Spanish, Native American, and English cultural traditions. Fort Mose was a “maroon” community, one in which escaped black slaves gradually became acculturated to Native American (e.g., Creek and Seminole) cultural lifeways. Because the Spanish government legally sanctioned it, it is significant for being the first free African settlement to legally exist in what is now part of the United States of America.

A review of the Fort Mose Internet site (<http://www.oldcity.com/mose>) reveals that onsite interpretation is strongly geared towards giving modern day black Americans something to be proud of. There is a conscious effort to down-play slavery and emphasize the role of free Africans in building up America’s oldest city, St. Augustine (see figures below). For example, one interpretive sign notes that:

*However, the first Africans to accompany Europeans in coming to the New World arrived not as slaves in Jamestown, 1619. Aboard ships with Spanish Conquistadors and Adelantados, Africans arrived as artisans, seamen, navigators, and adventurers, forever establishing their presence in North America...*



Figure 15. A living history portrayal of Fort Mose soldiers



**St. Augustine, FL, founded in 1565 by Don Pedro Menendez de Aviles, is the oldest European City in what became the United States. Africans helped in forming and maintaining the settlement as both slaves and free people.**

**Skills and knowledge gained from Africa including blacksmithing, carpentry, cattle ranching, and military techniques enabled African people to make important contributions to the St. Augustine community. They formed 12 percent of the population, one of every five was a free person.**



Figure 16. Images from the Fort Mose Internet site

The history of the creation of Fort Mose is a fascinating one set squarely in the political struggle of two political superpowers of the time, Spain and England. During the construction of the Castillo of San Marcos at St. Augustine, many African slaves fled the English colony at Charles Town, Carolina. One such group asked for asylum and baptism into the Catholic faith. The Spanish governor of Florida granted their appeal. They were housed among the people of St. Augustine and employed as workmen on the construction of the new fortress. Historical records show that they received pay for these efforts. In 1693, King Carlos of Spain issued a Royal Cedula that encouraged Africans to challenge their enslavement by the English in Carolina.

This royal edict stimulated the exodus of runaway Africans to Spanish Florida. As these runaways came to St. Augustine some were re-enslaved or sold back to the English but many stayed on. One former slave who came to prominence as a captain of the Black Militia of St. Augustine took the name of Francisco Menendez. He had been born in the Mandinka area of Africa. In 1728 Menendez and his Black Militia helped to defend the northern Florida frontier from English and Native American slave raids. The Black Militia acquired a reputation as a fine fighting force. In response to petitions by Menendez for a secured freedom, and in acknowledgment of the Black Militia, Governor Manuel Montiano granted them land 2 miles north of St. Augustine for Africans formerly enslaved in Carolina that pledged, "to shed their last drop of blood in defense of the Spanish Crown." This land became the maroon community of Fort Mose.

Attacked in June, 1740, by General James Oglethorpe of the English colony of Georgia, soldiers and families of Fort Mose and St. Augustine defended the area. They repelled the English siege with the assistance troops from Havana and the threat of hurricanes. However, the residents of Fort Mose found much of their settlement destroyed in this conflict. Many moved to St. Augustine while maintaining links to their shattered community. A second Fort Mose was constructed where African people lived until 1763 when they relocated to Cuba with the rest of Spanish colonists. Today the area that was Fort Mose is a National Historic Landmark.

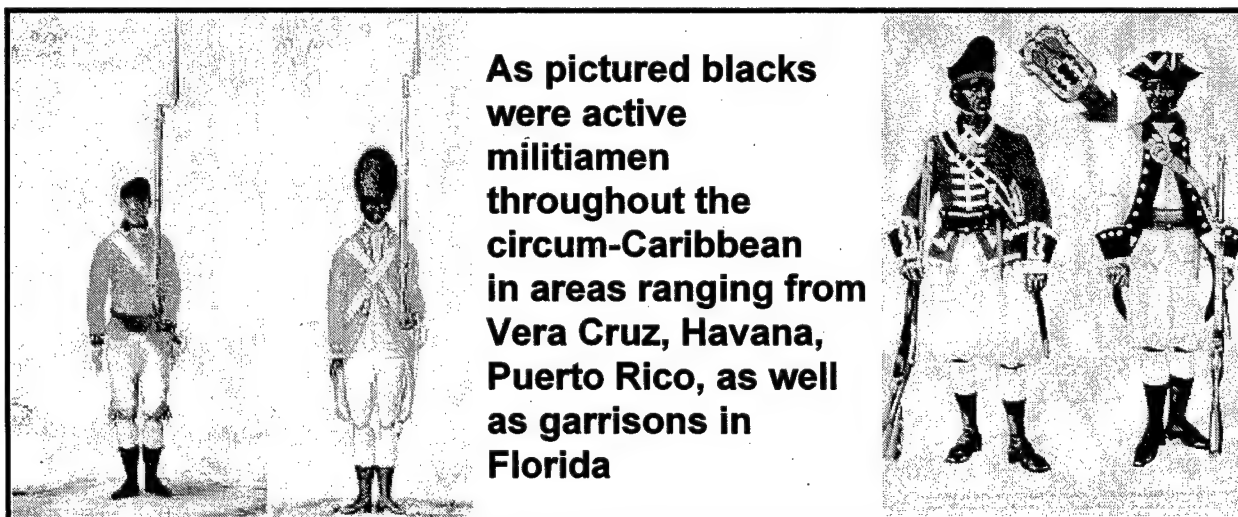


Figure 17. Images of black soldiers at Fort Mose



According to Marlene Phinney with the Department of Florida State, Parks black visitation to Fort Mose has risen to the point to require construction of a boardwalk with interpretive signing adjacent to the boardwalk. In addition, many African Americans participate in the site's active living history program. The importance of Fort Mose for ERDC diversity research is not so much in its physical design or its facilities but the way the park's managers have used a historical interpretive program to give African Americans a sense of belonging to the history of the region. Because of this, Fort Mose is one of the most popular state parks in Florida for African American families and school groups.

## Responses from Federal, State, and Municipal Recreation Professionals

Responses from the majority of recreation professionals contacted emphasized improved minority population services and community outreach efforts rather than special facility designs or modifications. A sample of these responses is presented next to illustrate the type of service and outreach approaches undertaken and the relatively early stage of development of recreation facility designs specifically geared towards ethnic minority groups.

### Minority recreation in the city of Phoenix

The city of Phoenix's Parks and Recreation Department provided ERDC researchers with information on that city's urban recreation program and its strong commitment to Hispanic youth services. Special facilities for Hispanic youth included the construction of baseball diamonds rather than the smaller softball diamonds. The operation of community centers with 28 swimming pools across the city was also described by Manny Tarango as an important part of the urban recreation infrastructure in the city of Phoenix. The Cesar Chavez Park and commemorative statue of the labor leader was described as an example of Hispanic community space where Hispanic community events take place on a routine basis. Among the many city-funded programs that operate from community centers in Phoenix, several target preteen and adolescent girls with gender-specific programming designed to help them find positive personal and social fulfillment.



Figure 18. Recreation at one of the city of Phoenix's community centers

Programs for girls in Phoenix include: a women's-issues group, designed to give African American girls a positive peer group and opportunity to discuss such issues as substance abuse, relationships, rape and date rape, and sexually transmitted diseases; "rites-of-passage" groups, designed to help girls of varied

cultural backgrounds make a positive transition from adolescence to adulthood; "Plan It," a program in which players from a professional women's basketball team (Phoenix Mercury) teach basketball skills to high school girls, who then operate a league for elementary school girls; "Girls Break Troupe" and "Activities Group," two dance troupes that also develop life skills and foster positive relationships.

In June 1996, the Phoenix Parks, Recreation and Library Department assumed the responsibility of the Police Activities League (PAL) from the Police Department. PAL has a 19-year history of success with positive interaction with the youth of Phoenix. The PAL program gives youth educational, recreational, and social activities during the entire year. Members are rewarded with movies, water park activities, camping trips, out of state trips and admission to professional sporting events. As members of PAL, youth build long-time friendships with recreation staff and police officers. Youth learn to be better decision makers helping themselves to be responsible and productive citizens.

### **Big Bend National Park**

Big Bend National Park is situated on the boundary with Mexico along the Rio Grande. It is a place where countries and cultures meet (see Figure 19) The park covers over 801,000 acres of west Texas in the place where the Rio Grande makes a sharp turn - the Big Bend. The park was authorized June 20, 1935, and established June 12, 1944. Visitation to the park has averaged 300,000 annually in recent years. The 1992 Visitor Services Project determined that most visitors were 41 years of age or older, and most came to the park in family groups.



Figure 19. National Park Service rangers at Big Bend National Park

Visitors from foreign countries comprised 10 percent of the visitation with 48 percent of the international visitors coming from Germany. Americans came from Texas (65 percent) with smaller numbers from many other states. This home state visitation figure is much higher than in most other national parks. Similarly, the average length of stay, 3 days, was also considerably higher than in most other NPS areas.

Lisa Lackey, Chief of Interpretation and Visitor Services, reported to ERDC researchers that the NPS offers bilingual wayside and indoor exhibits along roads and trails and in visitor centers. In addition the NPS offers Spanish and German site bulletins and an accessibility guide that serves to identify accessible facilities within the park (i.e., campgrounds, picnic areas, trails, visitor centers, programs, scenic overlooks, and concession facilities).

### **Redwood National and State Parks in California**

Redwood National and State Parks (RNSP) are home to some of the world's tallest trees: old-growth coast redwoods. They can live to be 2,000 years old and grow to over 300 ft tall. Spruce, hemlock, Douglas fir, berry bushes, and sword ferns create a multiple canopied understory that towers over an ethnically diverse group of visitors. The parks' mosaic of habitats includes prairie/oak woodlands, mighty rivers and streams, and 37 miles of pristine Pacific coastline. Cultural landscapes reflect American Indian history. The more recent logging history has led to much restoration of these parks.

Three California state parks and the National Park Service unit represent a cooperative management effort of the National Park Service and California Department of Parks and Recreation. They are Prairie Creek Redwoods State Park, Del Norte Coast Redwoods State Park, Jedediah Smith Redwoods State Park, and Redwood National Park, comprising 45 percent of all the old-growth redwood forest remaining in California. Together these parks are a World Heritage Site and International Biosphere Reserve, protecting resources cherished by citizens of many nations.

Cathy Cook, Chief of Interpretation and Education at Redwood National Park, responded to the ERDC letter of inquiry by noting that their efforts have primarily focused on increasing visitors' awareness and understanding of the regional American Indian ties to park lands and resources both historically and currently. Park staff members regularly attend the Cultural Committee meetings of the Yurok and Tolowa tribes and consult with them for all interpretive media. The NPS and the tribes have jointly produced the following educational products:

- a. Handbook to Redwood National and State Parks.
- b. Story panel exhibits that interpret traditional Yurok stories to specific geologic features within the park; one exhibit has been completed and a second is in preparation in conjunction with the Yurok Cultural Committee.
- c. NPS sponsors both a Yurok brush dance and Tolowa brush dance demonstration at two visitor centers each summer.

- d. Redwood National Park is currently preparing interior exhibits at Redwood Information Center that will educate the public on Yurok lifeways in connection with the Redwood Creek Watershed.
- e. The annual visitor guide features articles on the Yurok and Tolowa connection to park lands.

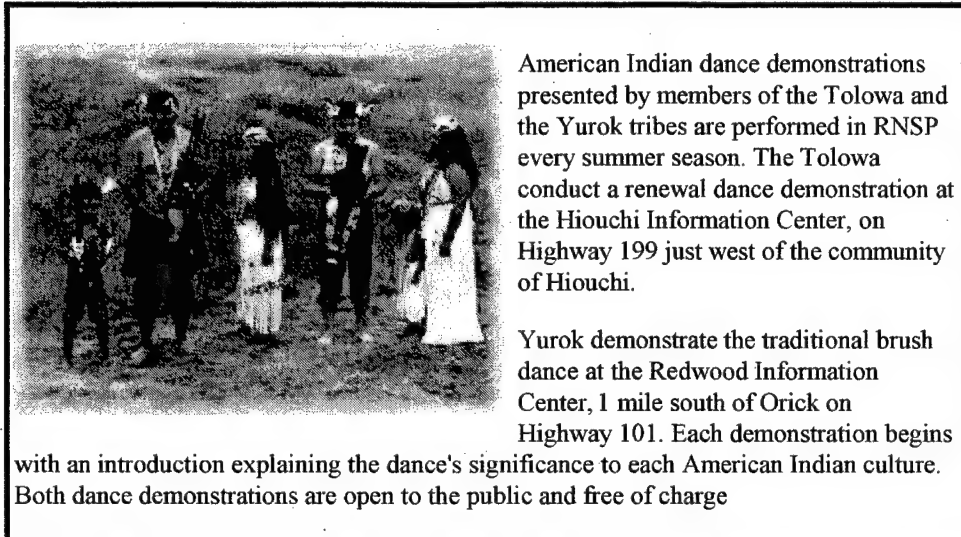


Figure 20. Native American dance demonstrations at Redwood National Forest

### Cultural diversity and National Parks Conservation Association

One of the most productive contacts resulting from the ERDC contact letter has been with the National Parks Conservation Association (NPCA). Diane Albert, an NPCA member from Los Alamos, NM, was extremely helpful in our efforts to reach out to participants to the Mosaic in Motion Workshop sponsored by the NPCA in 2000. Iantha Gantt-Wright, director of the NPCA's Diversity Program provided us with a list of attendees for the Mosaic Workshop and has shown great interest in ERDC's "Ethnic Diversity" research. Our discussion of the NPCA's success story will focus on two areas most pertinent to our research interests, their Mosaic in Motion Workshops, and their Cultural Diversity Program. Descriptions of both programs along with several other initiatives can be found at the NPCA's Web site at [http://www.npca.org/cultural\\_diversity](http://www.npca.org/cultural_diversity).

In 1998 the NPCA, in its role as advocate for the national parks, embarked on a nationwide initiative to connect the leadership and employees of the NPS with minority communities and people of color around the country. Simultaneously, NPCA has been working with minority communities and people of color to engage them in the national park ethic and assist in efforts to provide these communities with access to the resources, opportunities, and services provided by the NPS. To accomplish this goal, NPCA, in concert with several multicultural organizations including the National Hispanic Environmental Council, the Roundtable Associates, Inc., Earthwise Productions, Inc., and Red Horse, Inc., sponsored the first conference ever to address issues of race,

diversity, and America's national parks in January 1999, at Fort Mason Center in San Francisco, CA.

That conference, "America's Parks—America's People: A Mosaic in Motion," attracted more than 600 participants and highlighted the challenges and barriers (real or perceived) to full inclusion of people of color with regard to America's national parks. Following on the success of this first effort, the NPCA in partnership with the National Park Service and many supporting organizations convened a second national workshop in Santa Fe, NM, November 8-12, 2000. More than 450 participants from around the country attended "Mosaic in Motion 2000." The overarching goal of the Santa Fe conference was to bring together the National Park Service with representatives of culturally diverse organizations and institutions to engage in 3 days of interactive workshops to develop legislative, administrative, and policy initiatives for creating lasting systemic change.

The "Mosaic in Motion" participants represented a multicultural mix of America. There were 25 mobile and stationary workshops, 30 exhibitors, and a host of national and local speakers on hand. "Mosaic in Motion 2000" was a successful effort to achieve greater diversity in the visitors, supporters, and work force of the National Park system. The conference's overarching goal was to develop innovative strategies leading to greater diversity in the work force, visitorship, advocacy, and heritages that the parks commemorate. Specific goals for the workshops were to:

- a. Establish national standards and objectives that promote accountability for change in the National Park Service.
- b. Identify and recruit government, tribal, and community leaders who will work to ensure a more ethnically inclusive NPS system.
- c. Develop, implement, and distribute strategies that give better access to the NPS programs, information, and opportunities.
- d. Provide a forum to share success stories, exchange ideas, and encourage continued partnerships and collaborative efforts.

Some of the accomplishments of the workshop participants included the following:

- Scholarships were provided to 25 youths from geographically and culturally diverse backgrounds.
- All of these young people were offered jobs by the National Park Service.
- Conference participants represented a diverse representation of the American public.
- Panels identified and developed several strategies for making even more progress over the next year.
- Bonds between communities and parks were initiated and are being developed all around the country.

- Participants had a great time laughing, working, and getting to know each other just a little better.

The issues discussed in the various panels and workshops at "Mosaic in Motion 2000" were wide-ranging and challenging. Each panel produced a list of "action items" that were compiled and shared with all conference attendees. The list of recommendations for strategic action was later distributed to key NPS administrators. The topics included:

- Work force diversity: strategies for hiring, training, and retaining a diverse work force in the NPS.
- Partnerships: case studies of partnerships between the NPS and diverse communities that work and why, and how to make connections between state, local, and national parks.
- Access: exploring opportunities for increasing access to national parks and NPS resources through information and transportation.
- Services: strategies for enhancing NPS services to diverse populations.
- Agency culture: strategies for creating change within the NPS and diverse communities, and for building agencywide support networks.
- Park protection and stewardship: building awareness and activism among traditional park supporters and diversifying the national park advocacy network.
- Youth participation: identifying and addressing concerns voiced by our youth participants throughout the country in a forward-thinking and positive environment.
- Youth employment opportunities with the NPS: the "Mosaic in Motion 2000" Youth Career Fair resulted in NPS job offers for all of the nearly 30 youth who participated in the conference.

The significance of these issues will be explored in greater detail in the discussion to follow on the ERDC-sponsored workshop on "Ethnic Diversity and Corps of Engineers Recreation Participation."

The second NPCA success story, which is pertinent to the Corps recreation program, is its Cultural Diversity Program. By the year 2050, nearly 50 percent of the population of the United States will comprise people of color. The NPCA is concerned that if the NPS and other Federal land managing agencies continue with their current neglect of ethnic minority recreational needs these agencies run the serious risk of becoming irrelevant to and out of touch with a large and increasing segment of the United States population. If people of color remain strangers to the park system and the Park Service, it would be unfair and unrealistic to expect them to serve as advocates when the national parks and other public lands face future threats.

The NPCA has noted on their Web site that the pronounced gap between the national parks and communities of color will come right at the time when a large

portion of the responsibility for the protection of our natural and cultural resources will fall to Native, Asian, Latino, and African Americans:

*As taxpayers, voters, and citizens, it is both our right and our obligation to play a more prominent role in park advocacy. Enhancing cultural diversity throughout the National Park Service is a crucial first step towards making that happen.*

The NPCA's nationwide organizing efforts have revealed some troubling reasons for a lack of participation. Many of the people of color that they interviewed have spoken about barriers that they feel prevent them from fully enjoying the resources of the Park Service and the National Park System. Some barriers may be perceived; for instance the belief by some that the national parks are enclaves for the elite, or places filled with dangerous animals, plants, and people. Some barriers are all too real—a lack of transportation, limited finances, a sense that some parks lack relevance to people's lives. The NPCA strongly feels that the American public should be aware that these impediments are viable and must be acknowledged, addressed, and overcome before true ethnic and cultural diversity can be achieved.

For presentation here we have selected three areas where the NPCA is pushing forward the goal of greater ethnic diversity: Hiring of minorities, Community Partners, and the Junior Rangers Program.

**Hiring of minorities.** The following are some special hiring programs created to reach specific audiences. Supervisors may use any of these hiring programs to solicit minority applicants while also advertising their vacancies to current NPS employees.

- *Special Hiring Programs:* While National Park Service (NPS) supervisors can always hire current NPS employees for their vacancies, supervisors may also look for outside individuals who want to join the NPS workforce.
- *Appointing Authority for Persons with Disabilities:* Individuals with disabilities may be appointed to any professional, administrative, technical, clerical, or blue-collar position for which the applicant qualifies. After two years of successful performance in the position, a permanent job may be offered. Certification by a State Vocational Rehabilitation or Veterans Administration counselor is required for appointment.
- *Bilingual/Bicultural Appointments:* This program permits agencies to hire persons who are proficient in Spanish and/or knowledgeable about Hispanic culture and who are otherwise qualified for positions in which bilingual/bicultural skills would enhance job performance.
- *Outstanding Scholar:* This special hiring authority is established for certain entry-level positions at the GS-5 and GS-7 levels. Applicants must be college graduates with a GPA of 3.45 or better or in the upper



10 percent of their class. Individuals selected are appointed to permanent positions.

- *Peace Corps Personnel or Action/VISTA Volunteers:* This hiring authority allows Peace Corps personnel or Action/VISTA volunteers (who have completed no less than 12 months of continuous service) to be hired for professional, administrative, technical, blue-collar, or clerical positions. Individuals qualify for this hiring status in the year following their Peace Corps or Action service.
- *Presidential Management Intern Program (PMI):* This program was established to attract outstanding graduate students from a variety of academic disciplines to the Federal service. They participate in a competitive nomination process devised by their university or college. PMIs receive an initial 2-year appointment. After successfully completing the program, PMIs may be eligible for a permanent appointment based on the needs of the agency and their work performance.
- *Student Educational Employment Program (SEEP):* This program has two components: Student Career Experience Program (SCEP) and the Student Temporary Employment Program (STEP). SCEP provides paid work experience related to the student's educational program and career goals and offers conversion to a permanent job after graduation and completion of 640 hr of work. STEP allows students to earn salaries in temporary jobs while continuing their studies.
- *Thirty Percent or More Disabled Veteran Appointment Authority:* This appointment requires certification of disability from the Department of Veterans Affairs. Applicants are hired for temporary positions for which they qualify up to grade GS-15 or equivalent, including wage grade. Applicants may be given a permanent position if performance is satisfactory and applicable qualification requirements are met.
- *Veterans Readjustment Appointment (VRA) Authority:* The VRA authority can be used only to fill positions through the GS-11 level and equivalent jobs under other pay systems. Applicants must have completed more than 180 days of active duty—all or part of which occurred after August 4, 1964—and have received other than a dishonorable discharge. For jobs at the grades GS-1 through GS-3 or equivalent, military service usually qualifies if the employing office determines that the veteran can do the required work. However, at the higher-grade levels, the veteran must meet the minimum qualification standards, including passing a written test if necessary. VRA appointees initially are hired for a 2-year period. Successful completion of the VRA leads to a permanent position.
- *Worker-Trainee Program:* This program is designed for unskilled workers for GS-1, WG-1, and WG-2 level positions. It provides formal and on-the-job training and the opportunity to develop the knowledge and skills for advancement to higher-level positions. This appointing authority includes the Welfare to Work Initiative.



**Community Partners.** The Community Partners Program was formed in the aftermath of the first Mosaic in Motion Conference (San Francisco, January 1999). The founding objectives of the program are to make the resources of NPS available to a wider range of the American public, and to assist the Park Service in enhancing cultural diversity and pluralism throughout its ranks and programming. Community Partners Program goals include:

- Exploring the need for change within the culture and traditions of the Park Service.
- Developing a dialogue between the Park Service and diverse community representatives that will lead to effective collaborations between NPS and traditionally under-served constituencies.
- Insuring Native, Asian, Latino, and African Americans have unfettered access to the resources of the National Park Service.
- Facilitating the continuous participation of diverse populations in shaping the culture and service priorities of the Park Service.

The Community Partners currently have programs in six cities: Atlanta, Miami, the District of Columbia, Boston, San Francisco, and Los Angeles. Plans for an additional partnership in the Hawaiian Islands are under consideration. In all instances, the individual partnerships function as wholly owned subsidiaries of the national program, with their agendas and work plans (developed at monthly meetings) driven entirely by local concerns.

The partnerships are comprised of Park Service personnel and a diverse mix of community-based individuals. Expert organizers and outdoor enthusiasts serve alongside novice activists and individuals with limited experience with the National Park System and/or the outdoors. Partnerships are open to all people who have a passion for making the Park Service more reflective of the population it serves. As noted on the NPCA's Web site, commitment, enthusiasm, and creativity are the greatest resources an individual can bring to the program. The following paragraphs briefly describe ongoing projects in these cities. They are included to illustrate the types of community partnering now being tried.

- *San Francisco* - Work on the ethnobotanical garden project continues apace. The San Francisco team and the Park Service are currently awaiting permission from the Presidio Trust to begin digging. The group is also looking to identify a project manager to oversee the work. Once installed, the garden would serve as an outdoor classroom instructing students on the various ways different cultures in the Bay area cultivated plants, herbs, and crops.
- *Boston* - NPS and community-based partners have applied for and received \$117,000 in Public Land Corps grants. The money will be used to fund work crews, involving over 100 local youth, who will tackle backlog maintenance projects at seven area Park Service locations. The Boston partners will also continue their work with personnel from

Lowell National Historic Park as that it develops installations for three park exhibits.

- *Miami* - The Miami Community Partners co-sponsored an educational 3-day workshop on black Seminole history. The workshop, entitled "The Other South Florida History," was developed in cooperation with Gene Tinnie, Ph.D., and the Pan-African Bookfest, and featured presentations from local author and historian Isa Hamm-Bryant as well as members of the Dosar-Barkus band of black Seminoles (Wewoka, OK). The 3-day workshop was well attended by Miami-Dade County educators, NPS staff, and community members. Information gathered during the event will be compiled into an NPCA Enhancing Cultural Diversity Program report suggesting ways in which NPS interpretation of Seminole history—especially as it relates to the Everglades and Biscayne—can be improved.
- *Atlanta* - The Atlanta group hosted a marathon park awareness day on Saturday, April 21. Fifty students from a variety of youth-serving organizations in the Atlanta area were shuttled between the Martin Luther King, Jr., National Historic Site, Kennesaw Mountain National Battlefield, and Chattahoochee National Recreation Area on guided tours. The day was designed to provide the young folks with an introduction to the National Park Service and an understanding of the role national parklands play in maintaining and interpreting our natural and cultural legacies.
- *Washington, DC* - The April 21, 2001 Kenilworth Aquatic Gardens "March for Parks!" Neighborhood Appreciation Day drew more than 400 people to the park, including many long-time residents and first-time park visitors. The day began with a march led by two local youth marching bands, and community service volunteers removed 50 bags of garbage and a dozen tires from the tidal marsh area of the park.
- *Los Angeles* - The L.A. partners hosted a table at the Los Angeles Environmental Education Fair (LAEEF) on March 10. Several young adults from the L.A. program, including "Mosaic 2000" participants Juan Martinez, Andrew Anderson, and Simone Bent, worked the table and engaged the crowd, distributing information about the partnership, NPCA, and the Park Service. LAEEF is an annual event drawing hundreds of students and teachers from the greater Los Angeles area.

**Junior Rangers Program.** This NPCA program is centered in and around the nation's capital. Washington, DC, lags behind other areas of the country in providing environmental programs that teach children the importance of conserving our natural heritage. There is an exceptional need for programming that reaches the elementary and middle school students. Real life experiences along with structured educational opportunities provide a tangible context for learning environmental concepts.

The NPCA Web site notes that these types of experiences also cultivate crucial social skills that will benefit these youth well into the future. The

development of trust and interdependence between the youth and the program staff will provide them a new way of addressing issues in their lives. Many of these youngsters have been labeled as disadvantaged and at-risk. This program will help them to acquire new skills and abilities that build their confidence and self-esteem. Finally, the Junior Rangers Program will open their minds to the possibility of exploring environmental and park-focused career opportunities.

The Junior Rangers Program is answering these needs by providing low-income DC youth (ages 8-15) with a unique method of learning that begins in their respective communities with an environmental education curriculum and culminates in visits to parks. Here the students are encouraged to take what they have learned in their communities and apply it to these new, and in most cases, unfamiliar surroundings with the idea that communities know what their children need in terms of environmental education but sometimes do not have the resources.

The Junior Rangers project has two primary goals. The first is to provide diverse youth with additional recreational and educational services while introducing them to the themes of environmental stewardship in a manner that their community depicts. Secondly, the National Parks Conservation Association's most important charge is building public support for national parks. As the demographics of America change, it will be crucial to the preservation of these treasures that we educate our changing population and impress upon our youth the value of our National Park System. The NPCA believes that the Junior Rangers program fulfills both of these objectives.

Since January 1998, more than 100 children from partner organizations and schools have participated in 10 trips to Rock Creek Park, Kenilworth Aquatic Gardens, Anacostia Park, Prince William Forest Park, Great Smoky Mountains (all part of the National Park System), as well as several community parks; been on a Chesapeake Bay boat trip; and met with members of Congress to lobby on behalf of the national parks. Activities have included engaging in air testing and monitoring, lessons on watershed protection, history lessons relative to the community, training by professional lobbyists, and creating community gardens.

Prior to many of the field trips, participants take part in environmental workshops tailored to their destination. For example, visiting the Baltimore Harbor required a session on watershed management to prepare students for what they would encounter. This session included such issues as what makes water pollution, what can be done to prevent it, and what is a watershed. In a follow-up activity, participants performed water-quality testing at Anacostia Park with mentoring high school students. Other workshops are based on the same premise.

Another important element of this project is parents' involvement in the activities. To date, we have met with more than 40 parents, who then joined us to observe the program and to meet with NPCA/SCA staff. Many of the graduates from the Junior Rangers have gone on to work in the national parks through the Conservation Career Development Program.

Due to the success of the Junior Rangers program in Washington, DC, and the need for similar programs, the NPCA is in the process of branching out with a national vision. Currently the National Parks Community Partners in Miami, San Francisco, and Boston have been strategizing and thinking of ways to raise funds for their respective cities. The Junior Rangers Program in Washington, DC, will continue to flourish and another program has been established in New York City through the Student Conservation Association.



Figure 21. Image from NPCA Web site

### **Rocky Mountain National Park initiatives**

Without question, the most productive response to ERDC's request for ethnic recreation management success stories came from Rocky Mountain National Park (RMNP) and the NPS' Intermountain Region office. Diana Wiggam, a ranger and writer/editor at RMNP, and Bill Gwaltney, Assistant Regional Director for Workforce Enhancement, provided ERDC with a large amount of information directly applicable to the Corps research effort on "Ethnic Diversity." Gwaltney created many of the programs and services described in this section during his distinguished service as the Chief of the Interpretation Division at RMNP. One other person who played a key role in providing ERDC with valuable information was Nina Roberts, a Research Fellow and doctoral candidate at Colorado State University, and the author of a major recreation study conducted at RMNP entitled "Visitor use and community interest study: Attitudes, perceptions, and experiences across cultures" (Roberts 2000).

In July 2001 the author visited RMNP to see these programs in action and to discuss the feasibility with Gwaltney and Roberts of holding an ERDC Ethnic Recreation Workshop in Estes Park, CO. As a result of those very productive meetings an ERDC workshop was held at the historic Stanley Hotel in Estes Park in October 16-18, 2001. The second half of this report will present the discussions and recommendations of that workshop.

The ethnic diversity issues confronting RMNP at the start of Gwaltney's tenure as the Chief of Interpretation were ones not unfamiliar to many Corps project managers. There was a growing use of the park by Latinos who spoke little or no English. There was a hesitancy to reach out to urban audiences and American Indians by the park staff. There was in general a lack of meaningful dialogue with the park's diverse audiences. There was a low level of outreach to communities along the Front Range where most ethnic minority groups live. Most of all, there was a misunderstanding of the park's mission by many minority user groups. To address these issues Gwaltney and his staff developed a

series of outreach and service program that could serve as a model for the Corps as well. They include the "Old Stories, New Voices" Program, the Rocky Mountain Corps of Discovery, the Bienvenidos Program, the Spanish Junior Ranger Program, the NPCA Community Partnership, Rivers and Trails Conservation Assistance Program, the Urban Junior Ranger Program, and the Amigos Program. These programs are briefly described in the following paragraphs.

**Urban Outreach Programs at RMNP.** Urban Outreach programs are directed at reaching out to community based minority groups in urban Denver who presently do not use RMNP or other national parks on any appreciable level. Rocky Mountain National Park is involved with several such programs including:

*The Rocky Mountain Corps of Discovery:* This program pairs community based groups in Denver with an interpretive and/or protection ranger from RMNP who ensures that the group receives at least two interpretive programs per year at RMNP or in Denver. The program now has nine partner groups and relationships established have been quite successful. Initially, protection rangers were assigned to work with the permanent interpretative rangers because of the latter's own apprehensions about working in an urban environment, which was perceived as being potentially dangerous. Protection rangers were used to remove the excuses of fearful interpretive rangers. Later the protection rangers took on one group themselves and did so very successfully.

Partnering with a broad array of community-based youth groups, this program has been touted as a model for other parks to use in reaching out to urban communities. The Corps of Discovery Program recently received the Outdoor Recreation Leadership Award.

*Old Stories: New Voices.* The "Old Stories: New Voices" project is a cooperative effort of the National Park Service, the Student Conservation Association, the Natural Trust for Historic Preservation, and the Colorado Historical Society. This one week multicultural children's camp held in the San Luis valley brings together the kids from Denver area community groups with children from the Ute reservations and the San Luis Valley to learn about history, nature, parks, and museums. Co-sponsored by the Colorado Historical Society and the National Trust for Historic Preservation, this program won the National Park Foundation Partnership Award for Education in 2000.

The program introduces young people from at-risk neighborhoods to the magic of parks and museums at the local, state, and national levels. The program combines interpretive history with local cultures, period activities and learning activities as well as high adventure challenges. Created by Gillian Bowser, Joshua Tree National Park and Bill Gwaltney, Rocky Mountain National Park, the program is entering its fifth year.

The camp is aimed at reaching out to at-risk children from the Denver area and using parks and history to help them better understand their past and options for their future. The program introduces them to parks at the national and state level. They are also encouraged to participate in high adventure outdoor activities

as well as develop historical and cultural skills. The camp was developed by the National Park Service in 1996 and over the years has been broadened to include the Colorado Historical Society and the National Trust for Historic Preservation as partners. For three years, these three groups have been working together to ensure that the youth of Colorado are able to explore the past in ways that are exciting, fun, and relevant.

During the summer of 1999, the "Old Stories: New Voices" summer camp took place at Fort Garland State Historic Site in Southern Colorado for the fourth consecutive year. The weeklong schedule of activities included:

- 19<sup>th</sup> century soldier drill.
- Dental hygiene.
- 911 protocols.
- Arts and crafts.
- Setting up a tipi.
- Adobe making.
- Indian games.
- Daily Journal entries.
- Anti-drug awareness.
- Pottery making.
- Fire starting and wilderness survival techniques.
- Loteria.
- Tortilla making.
- Weaving.
- Horseback riding.
- Buffalo soldier history.
- Piñata breaking.
- Rock climbing.
- Anti-drug/anti-gang awareness.
- Camping at Great Sand Dunes National Monument.

Before packing up and leaving for Denver, a graduation ceremony was held during which, each participant was called forward to receive a certificate, a medal, and handshake accompanied by the cheers of his or her fellow campers. Fifty-nine campers participated in the "1999 Old Stories; New Voices" along with 13 counselors. The 1999 event was thought to have been the most successful in the history of the program.

*Bienvenidos.* In the past several years, RMNP has seen a dramatic increase in visitation by Hispanic visitors who speak little or no English. Led by Bill Gwaltney the RMNP Division of Interpretation has developed the *Bienvenidos* Program, which attempts to reach out to Spanish-only speaking park visitors.

Meaning “welcome” in Spanish, the program, which is held during the summer, pairs a Spanish-speaking park interpreter with a protection ranger. On alternating Sundays, the pair of rangers spends the afternoon in picnic areas and other locations that have become popular destinations for Spanish-only speaking visitors. Their mission is to share their knowledge of the park, answer questions, and to give these Hispanic visitors a sense of belonging. The team makes a pass through the entire area talking to everyone they encounter. When they meet one or more Spanish-only speaking visitors, the interpreter speaks with them in Spanish and takes the opportunity to let them know about the various services and educational products that are available in Spanish.

*Spanish Junior Ranger Program.* Several problems relating to increased Spanish visitation came to the attention of RMNP’s staff a few years ago. Spanish-only speaking users were avoiding using park visitors’ centers. Over-fishing, harvesting of endangered fish species, litter, and loud music were becoming issues of concern. The Spanish Junior Ranger Program created a need for parents to take children to programs and visitors. Parents as well as their children got a strong environmental stewardship message and pointers for proper park etiquette.

Diana Wiggam, RMNP’s writer-editor, developed a Spanish version of the existing park Junior Ranger booklet. The Spanish Junior Ranger booklet is not only directed at Spanish-only speaking children, but also contains a special invitation to parents to get their kids involved in park educational programs such as the Junior Ranger Program. This has the effect of not only getting the children involved, but it invites the parents to the visitor centers where there is additional information on the park in Spanish. Junior Rangers are “kids who learn about and protect the things they see at national parks, attend park ranger programs and who are learning to be good stewards of the environment and the earth.”

Whether in English or Spanish, Junior Rangers pledge to do the following:

- I promise to help protect Rocky Mountain National Park, my community, and the earth by being an active and responsible steward of the environment.
- I will not feed wildlife, pick plants, or disturb any living thing in the national park.
- I will pick up any trash that I see.
- I will continue to safely explore nature and be a good example to others.

Both the English and Spanish version Junior Ranger log books provide detailed instructions for learning about and performing the following activities:



- a. Help keep "Rocky" clean.
- b. Don't feed wildlife.
- c. Explore the natural community.
- d. Identify the parks for major ecosystems (riparian, montane, subalpine, and alpine).
- e. Mapping the national park.
- f. Learn the Junior Ranger safety plan (e.g., lightning strikes, getting lost).
- g. Join in the fun of a Ranger Program.

The Junior Rangers Program has recently been expanded to include an Urban Junior Ranger Program. Here retired NPS employees make onsite visits to urban settings in the intermountain region and use the Junior Ranger booklets (English and Spanish versions) and information from other national parks for environmental education. A partner in this effort has been the Colorado Youth Naturally, a program of the Colorado Department of Natural Resources.

*Amigos.* The Amigos Program is an outreach program focusing on the written word. Working with a nonprofit organization called "Aspectos Culturales," articles about the national parks are translated into Spanish in four different reading levels. Newsletters are published and go to more than 16,000 school children in New Mexico, Colorado, and Texas. Other locations include nursing homes, etc. The National Parks contribute toward the costs but retain long-term republication rights for the translated articles. Articles can be republished in regional and local Spanish language newspapers and in Public Service Announcements, for Spanish language radio and TV stations.

*NPCA Community Partners.* RMNP is an active partner with the already described NPCA. This partnership has served to create a dialogue between the NPS, NPCA, and the Colorado "front range" urban communities. Under Gwaltney's leadership RMNP became a key player in the NPCA's Mosaic conferences previously described.

*Rivers and Trails Conservation Assistance Program.* This is a new program that reaches out to the Latino population in Denver. It has so far focused on the Sun Valley neighborhood and been successful in recruiting Latino employees. The program's focus is on assisting communities with the planting of trees, the creation of trails, and riverfront recreation development.

The outstanding efforts of Bill Gwaltney and the staff of RMNP show us in the Corps the potential for minority community outreach and service improvements in the future. The next section will describe the results and recommendations of an ERDC workshop on ethnic recreation that included Bill Gwaltney, Nina Roberts, some of the top academic researchers working in the field of ethnic recreation, and a group of Corps managers and rangers with firsthand experience in facing the challenges of managing America's growing ethnic diversity.



## 5 ERDC Workshop on Ethnic Recreation

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### Description of Workshop

Based on the positive results of the initial coordination with Bill Gwaltney of the National Park Service Intermountain Region and the subsequent field trip to Rocky Mountain National Park in July, 2001, plans were made during the summer of 2001 to conduct a workshop in Estes Park that would synthesize the first year of research for the “Ethnic Diversity” work unit. With this goal in mind the purpose of the ERDC Workshop on Ethnic Recreation held in Estes Park, CO, would be:

- To identify successful strategies for modernizing and improving recreational facilities in order to meet the needs of an increasingly diverse American population; responding to the work unit’s study plan, special emphasis would be put on Hispanic, Asian, and African American groups.
- To identify successful community outreach and service improvements by Federal, state, and local government to meet this diversity challenge; special break-out sessions led by ERDC researchers would be conducted.

The workshop that was held at the historic Stanley Hotel in Estes Park, CO, extended over 3 full days (October 16-18, 2001). The list of the 19 workshop participants is shown in this section. Fourteen speakers from the National Park Service, the Corps of Engineers, and academia made presentations on the first and second days. Two researchers from the U.S. Department of Agriculture Forest Service, who had also been invited, were not able to attend. Those speakers who did attend shared their insights into ethnic recreational behavior and challenges facing the Corps in managing for ethnic diversity. Appendix C shows the actual workshop agenda. Complete individual and group PowerPoint presentations from the workshop can be found on the Corps Gateway Web site at <http://corpslakes.usace.army.mil/employees/ethnic/ethnic.html>. Due to the limitations of space only a sample of the workshop’s formal presentations, those most relevant to our topic, will be discussed in detail here.

On the second day of the workshop the 19 participants were divided into three ethnic break-out sessions on facility modifications and recreational service improvements. These sessions focused on Hispanic, Asian, and African

Americans and the impact their recreational styles and special needs would have for Corps facilities and service. Later on during the second day of the workshop the participants were reorganized into three topical break-out sessions dealing with community outreach, visitor communication, and the recruitment of ethnic minorities. By reshuffling this diverse group in this manner the opportunity for group synergy and creative thinking was greatly enhanced. The results of these break-out sessions will be discussed in detail in the second half of this report.

On the third and final day of the workshop all six groups organized their discussions into PowerPoint presentations. To close out the workshop there was a facilitated discussion on the use of Corps demonstration projects and recommendations for future management actions by the Corps. The recommendations from this last workshop discussion will conclude this report.

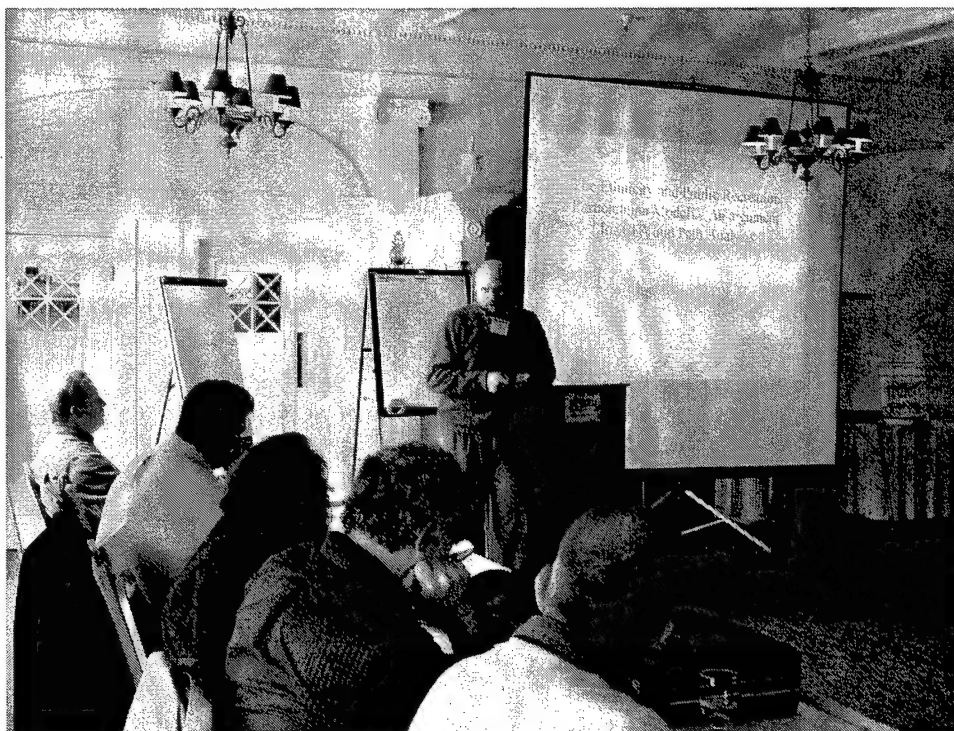


Figure 22. Bill Gwaltney addressing workshop participants

### *List of Attendees*

<b>Name</b>	<b>Business Address</b>	<b>Phone/e-mail</b>
Scott Jackson	USACE, ERDC (EL) 3909 Halls Ferry Road Vicksburg, MS 39180-6199	<a href="mailto:Scott.Jackson@erdc.usace.army.mil">Scott.Jackson@erdc.usace.army.mil</a>

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Karla Henderson	Dept. of Recreation & Leis. Studies CB#3185 Evergreen UNC-Chapel Hill Chapel Hill, NC 27599	<a href="mailto:karla@email.unc.edu">karla@email.unc.edu</a>
Nina Roberts	Dept. of Natural Resource Recreation & Tourism Colorado State Univ. Fort Collins, CO 80521	<a href="mailto:nina@sca-inc.org">nina@sca-inc.org</a>
Edwin Gomez	Old Dominion University Dept. of Exer. Sci., Phys. Ed., and Recreation 140 HPE Building Norfolk, VA 23529-0196	(757-683-6309) <a href="mailto:egomez@odu.edu">egomez@odu.edu</a>
David Quebedeaux	USACE, Strom Thurmond Project Rt. 1, Box 12 Clarks Hill, SC 29821	(800-533-3478)
Tim Gibson	USACE, Fort Worth District ATTN: CESWF-OD P.O. Box 17300 Fort Worth, TX 76102	(817-978-4638)
Kent Dunlap	USACE, Keystone Lake 23115 W. Wekiwa Road Sand Springs, OK 74063	(918-865-2621)
Dianne Batson	USACE, Little Rock District P.O. Box 867 Little Rock, AR 72203	(501-324-5561)
John Marnell	USACE, Tulsa District 1645 S. 101st East Ave, Tulsa, OK 74128-4609	(718-669-7397)

Jim Gramann	Dept. Rec., Park, & Tourism Sciences Texas A&M University 2261 TAMU College Station, TX 77843-2261	(979-845-4920) <a href="mailto:jgramann@rpts.tamu.edu">jgramann@rpts.tamu.edu</a>
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Roy Proffitt	USACE, Sacramento District P.O. Box 365 Piedra, CA 93549	(559-789-3024) <a href="mailto:Roy.H.Proffitt@erdc.army.mil">Roy.H.Proffitt@erdc.army.mil</a>
Phil Turner	USACE, South Pacific Division 333 Market Street San Francisco, CA 94105	(415-977-8058) <a href="mailto:Philip.R.Turner@spd02.usace.army.mil">Philip.R.Turner@spd02.usace.army.mil</a>
Laura Beauregard	USACE, Chief Joseph Dam P.O. Box 1120 Bridgeport, WA 98813	(509-686-5501 x225) <a href="mailto:Laura.M.Beauregard@nws02.usace.army.mil">Laura.M.Beauregard@nws02.usace.army.mil</a>
Edward Nararro	National Hispanic Environmental Council c/o Calif. State Parks 1416 Ninth Street Sacramento, CA 95814	(916-651-8694) <a href="mailto:enava@parks.ca.gov">enava@parks.ca.gov</a>
Bill Gwaltney	National Park Service Intermountain Region 12795 W. Alameda Parkway Denver, CO 80225	(303-969-2708) <a href="mailto:Bill_Gwaltney@nps.gov">Bill_Gwaltney@nps.gov</a>
Myron Floyd	University of Florida P.O. Box 118209 Gainesville, FL 32611-8209	<a href="mailto:mfloyd@hhp.ufl.edu">mfloyd@hhp.ufl.edu</a>

## Workshop Presentations

### Recreation program overview

Scott Jackson, Team Leader for recreation research at ERDC, opened the workshop with an overview of national trends and their impact on the Corps recreation program. He noted that 80 percent of all Corps projects are within 50 miles of a metropolitan area. Based on 220 responses from 267 Corps lake managers, recreation visits to Corps projects by mostly urbanized ethnic minorities are also increasing. The next figure (Figure 23) taken from Jackson's overview presentation shows the changing use of Corps projects by minority

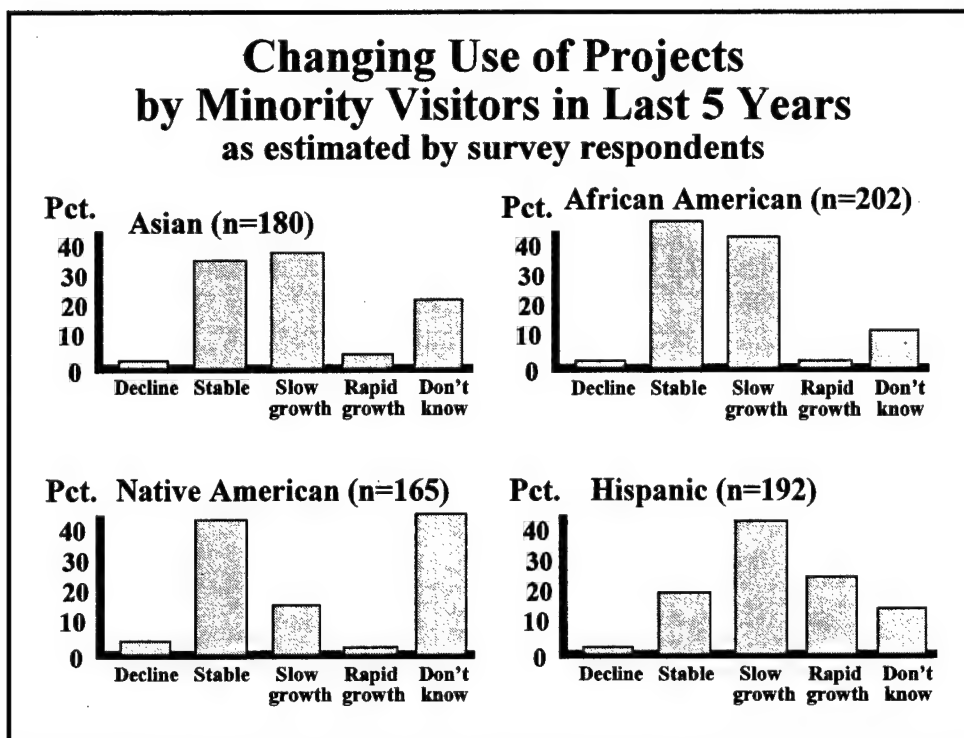


Figure 23. Minority visitation data from 2000 ERDC Survey of Corps project managers

visitors in the last 5 years. The ERDC survey was conducted during the winter of 2000-2001 at the request of and sponsorship by Headquarters, U.S. Army Corps of Engineers (HQUSACE). A draft report on this effort is now in preparation at ERDC by the Principal Investigator, Dick Kasul.

Figure 24a taken from Scott Jackson's presentation shows the Corps project managers' estimates of day-users versus campers for the four major ethnic groups. Figure 24b shows their estimates of nonboaters versus boaters for the same four ethnic minority groups.

The Corps project managers who were surveyed by ERDC researchers identified a number of management concerns relating to visitor ethnic diversity. In order of magnitude they included communication issues, facility needs, conflicts with other groups, and water safety. Figure 25 is taken from Scott Jackson's presentation at the workshop.

Jackson concluded that there were several alternative "futures" for the Corps of Engineers recreation program. These futures are partly a function of recreation and demographic trends, partly a function of existing Corps facilities and management policies, and partly the product of dynamic geographic (spatial) trends in both the U.S. population and the way Corps projects are distributed in space. Three national trends in particular will determine the overall future of the Corps recreation program. First, the U.S. is undergoing very uneven population growth. For example, while the non-Hispanic white population is declining, the Hispanic and Asian populations are growing dramatically in certain regions of the country.

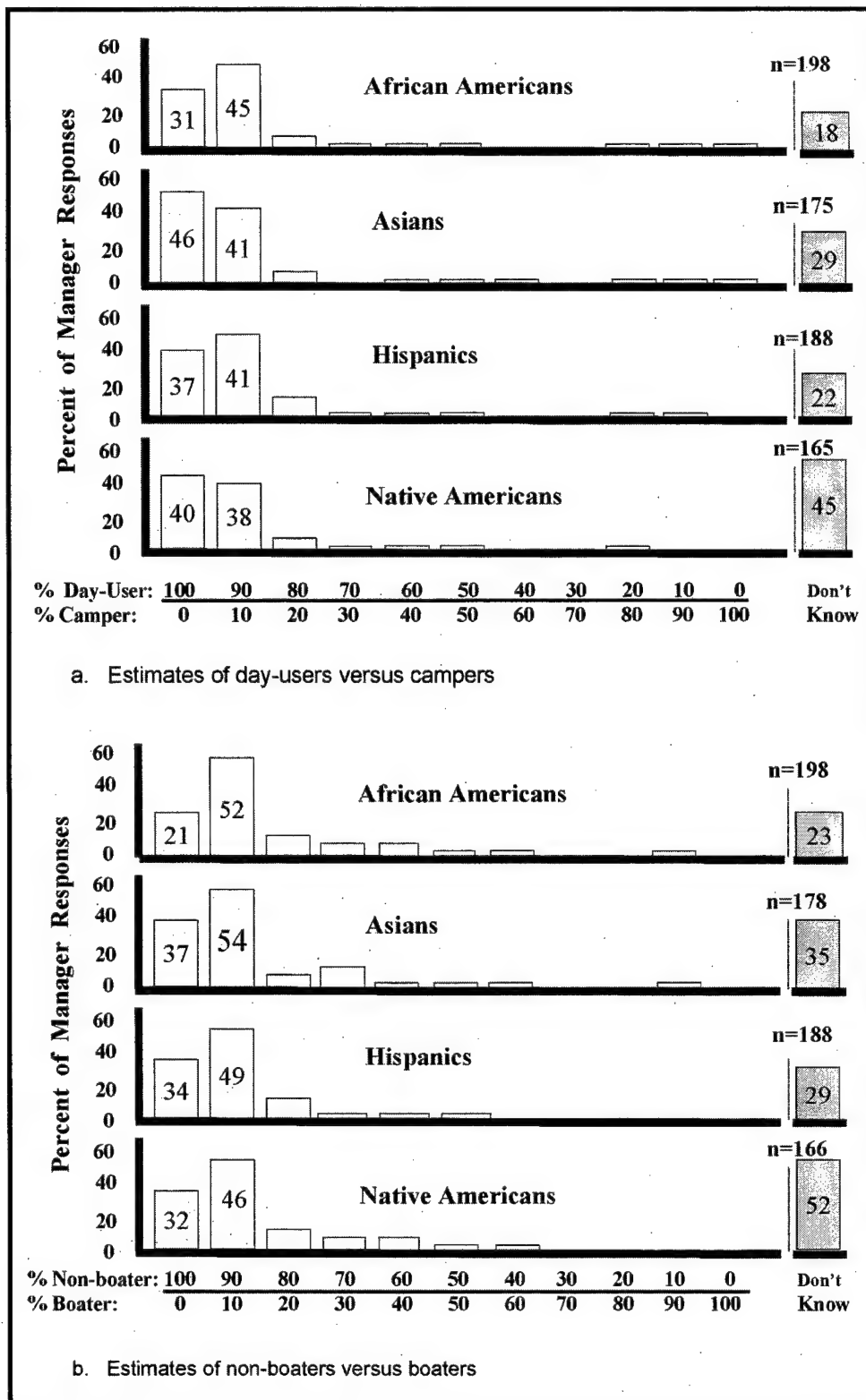


Figure 24. Estimates of day users and boaters from ERDC survey of Corps project managers

Response Category	No. of Respondents	Most Common Responses
Communication issues	45	Language barriers (25), non-English signage (17), staff diversity or sensitivity training (5)
Facility needs	12	Accommodations for large groups (7), facility use/needs are changing (3), bank fishing (2)
Conflicts	5	Between ethnic groups (4), treaty issues (2)
Water safety	2	Signs in Spanish (2)
<b>Total</b>	<b>64</b>	

Figure 25. Ethnicity management needs from ERDC's Corps project manager's survey

Second, there is an ongoing process of rural encroachment (suburban sprawl) and interregional migration that will continue to affect Corps project visitation. One example of population migration has been reported among African Americans. It is reported that many families are moving from blighted inner-cities in the northeast and north central U.S. back to the smaller cities and towns of the Southeast. Among Hispanics there is an even more dramatic movement out of traditionally Hispanic states like Texas, Arizona, New Mexico, and California into areas of the upper South, Midwest, and Plains states that have not had large minority populations before. Among Asians, the process of immigration into gateway metropolitan areas is also seen as a significant migration effect.

The third trend that will directly impact Corps recreation is increasing visitation to Corps projects by minority groups when they move into these emergent areas. The Corps faces a daunting challenge in providing equitable recreational opportunities for these relatively unacculturated but highly visible ethnic minority groups. In his concluding remarks Jackson introduced recent Corps efforts at ethnic community outreach, which have been largely concentrated on new "emergent areas," areas that were formerly white enclaves where minorities are now moving en masse. Dr. James Gramann of Texas A&M University who followed Mr. Jackson on the program led these outreach efforts.

### Community outreach research

The Corps of Engineers' sponsored research on community outreach to under-served populations included Scott Jackson and Dick Kasul of ERDC, James Gramann and Cruz Torres, Ph.D.s, Texas A&M University (Figure 26), Myron Floyd, Ph.D., University of Florida, Dale Brown, Ph.D., Dale Brown and Associates, and the participants in six focus groups and the organizations they represent. The purpose of the research was to identify ways the Corps can improve recreational opportunities for diverse populations living near Corps-managed areas. The research effort had three major stages. First, the needs of the Corps lake managers pertaining to an increasingly more diverse customer base were surveyed. The results of that survey have already been alluded to in

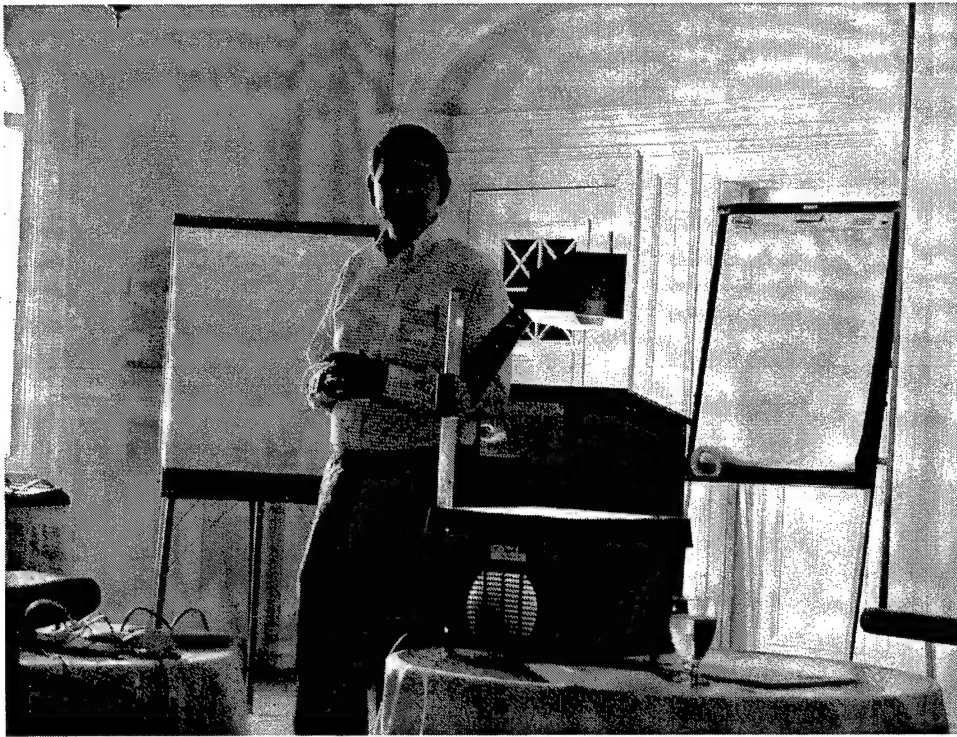


Figure 26. Dr. Jim Gramann (Texas A&M University)

Scott Jackson's overview presentation. Second, areas of "population transition" or "emergent areas" were identified. Third, six focus groups were held with community stakeholders and end users. Three Latino focus groups were held in Springdale, AR, Nashville, TN, and Fresno, CA. Two Asian focus groups were also held in Fresno, CA (Southeast Asian Hmong) and Nashville, TN (Southwest Asian Kurds and Iraqis). One African American focus group was also held in Nashville.

These focus groups were organized around three key questions:

- What are the unmet or undermet needs for water-based recreation in the Latino (Asia or African American) community?
- What are the major barriers to meeting those needs on Corps lakes?
- How can the Corps overcome barriers and improve outdoor recreating opportunities for diverse communities?

The following figures (Figure 27-29) taken from Gramann's workshop presentation show the major findings for Hispanics, African Americans, and Asian refugee groups. His findings are remarkably similar to the results of focus groups recorded in the Technical Notes for the original "Ethnic Culture" work unit (see Dunn 1998, 1999a, and 1999b).





## Major Findings—Hispanic Americans

- **Unmet Needs in the Community**
  - **Communication and Education Needs**
    - Lack of information on Corps projects in the Hispanic community
    - Lack of contact by Corps with community-based organizations
    - Lack of water safety and environmental programs in the Latino community
- **Major Barriers to Meeting Needs at Corps Lakes**
  - **Communication and Education Barriers**
    - Few materials in Spanish
    - Few bilingual and culturally aware Corps employees (using Spanish is not enough)



## Major Findings—Hispanic Americans

- **Major Barriers to Meeting Needs**
  - **Facility and Program Barriers**
    - Lack of facilities for shore-based recreation (sports, etc.)
    - Lack of affordable water-based recreation opportunities
- **Overcoming Barriers**
  - **Improve Communication and Education**
    - Don't wait for groups to come to the Corps, go to them
  - **Improve Cultural Understanding**
    - Work closely with Hispanic service groups
    - Change the Corps uniform (it is the same color as the INS uniform)
    - Hire more Latino employees

Figure 27. Gramann's presentation on Hispanics (Continued)



## Major Findings—Hispanic Americans

- **Overcoming Barriers (cont.)**
  - **Improve Facilities and Programs**
    - More day-use and shore-based facilities for large groups (e.g., sports fields, larger grills)
    - Develop “friends groups” that can apply for grants to improve programs and facilities
  - **Improve Access and Affordability**
    - Shuttles to lakes
    - Charge by car rather than by person
    - Make pavilions free once or twice a year to community groups
  - **Improve Security and Safety**
    - Law enforcement should be visible, but Latinos should not be singled out for observation

Figure 27. (Concluded)


## Major Findings—African Americans

- Unmet Needs in the Community
  - Communication and Education Needs
    - Lack of knowledge about opportunities at lakes
    - Lack of experience by many African Americans around water (most familiar activity is fishing)
    - Lack of water safety programs in the community
  - Facility and Program Needs
    - Lack of adult role models for youth
    - Perception that Corps lakes are expensive to use
    - Lack of family transportation to areas outside the "middle city"

## Major Findings—African Americans


- Major Barriers to Meeting Needs
  - Facility and Program Barriers
    - No language barriers
    - Few areas with opportunities for people of all ages (sports for youth, shade for older people, wading areas for children)
- Overcoming Barriers
  - Improve Communication and Education
    - Go into the community on a sustained basis
    - Work with established organizations (churches, schools, neighborhood groups)
    - Target teens (e.g., fishing programs to teach anger control)
  - Improve Facilities and Programs
    - For bank fishing, large groups, litter cleanup, etc.

Figure 28. Gramann's presentation on African Americans




## Major Findings—Asian Refugee Groups

- **Unmet Needs in Community**
  - **Communication and Education Needs**
    - Lack of information on lakes in community (both)
    - Lack of knowledge in Corps about refugee populations (Southwest Asian)
    - Low literacy rate among elders (Hmong)
  - **Facility and Program Needs**
    - Lack of recreation accessible without cars (Hmong)
    - No information on fishing as recreation rather than subsistence (Hmong)
    - Little open space for recreation for immigrants living in small apartments (Southwest Asians)



## Major Findings—Asian Refugee Groups

- **Major Barriers to Meeting Needs**
  - **Communication and Education Barriers**
    - Lack of bilingual communication (Hmong)
  - **Facility and Program Barriers**
    - Lack of shelters, grills for large groups (both)
    - Low visibility of law enforcement rangers (Southwest Asian)
    - Unclean restrooms (Southwest Asians are Muslim with high standards of cleanliness; must wash before praying)
    - Loud music which interferes with prayer (Southwest Asians)
    - Not enough control of pets (Southwest Asians do not like pets)



## Major Findings—Asian Refugee Groups

- **Overcoming Barriers**
  - **Improve Communication and Education**
    - Work with refugee organizations in the community (both)
    - Adopt less threatening uniforms (Southwest Asians)
    - Educate refugees to build sense of ownership in lakes to prevent littering, habitat damage, etc. (Hmong)
  - **Improve Facilities and Programs**
    - Improve water safety at the lakes (Hmong)
    - Develop facilities for large groups (both)
    - More emphasis on shore-based recreation (both)

Figure 29. Gramann's presentation on Asian Americans

## **Women of color and social ecology**

Karla Henderson, Ph.D., UNC-Chapel Hill, is a distinguished scholar and researcher with a special interest in gender and ethnicity issues. Her workshop presentation began with three important and often-overlooked assumptions:

- What is good for women is also good for men.
- What is good for minority groups is also good for non-minorities.
- A social ecology approach offers the best direction for future applications.

Her research among African American women in North Carolina and throughout the southeastern U.S. has shown that most minority women want to be physically active but many cannot or choose not to be for a variety of reasons. She found that the amount and type of social support for physical activity varies, but the majority of women who undertake physical activity find empowerment through social networks. Many of the minority women she interviewed believed that opportunities for physical activity have not always existed for them due to historical, marginality (lack of economic opportunity), cultural, and daily living issues. Walking was the most commonly undertaken activity because it was adaptable and available, had social and/or solitary dimensions, had some identification with cultural traditions, and was perceived as “not really exercise.”

Barriers to recreation participation among minority women in the Southeast included heat, transportation problems, and a lack of community facilities. In focus group discussions black women agreed that parks in the community served as enablers of physical activity. Proximity to recreational facilities was a community issue, which emerged as both an enabler and a barrier for physical activity. Safety concerns were frequently expressed as barriers to physical activity. The safety concerns most frequently raised were crime and unleashed or dangerous dogs. The monetary cost of joining an exercise facility was a barrier to physical activity for many working-class minority women.

Henderson argued that minority recreation participation should be studied within a socio-ecological framework. Such a framework focuses on a full spectrum of behavioral influences including social, environmental, legal, and physical environments. Partnerships and coalitions may be one strategy for implementing ecological perspectives. Using a socio-ecological approach particular attention should be paid to safety issues, ethnic/racial differences between user groups, and the socialization (acculturation) of minority individuals. Other factors that tend to inhibit minority use of public recreational facilities include the lack of education of minority youth about outdoor recreation activities, the cost of participation, and the simple lack of economic opportunities.

In addition, Henderson gave the workshop's Corps participants some concrete recommendations regarding facilities, services, communication, and community outreach, which greatly influenced later discussions in the break-out sessions. Her comments are shown in Figures 30 through 33.

### **Facilities**

- Allow for moveable tables to encourage groups of any size
- Focus on keeping insects and sun to a minimum with shelters, spraying around areas
- Determine if there are ways to tie into a mass transportation system
- Place playgrounds near picnic areas
- Designate walking trails or nature trails and provide signage in more than one language

### **Facilities**

- Examine how some areas might be wheelchair accessible
- Provide "environmental inducements" by keeping facilities well maintained as well as the areas free of litter, etc.
- Use youth work programs for maintenance of facilities
- Provide low cost rental opportunities such as bikes and boats
- Work with communities to develop bike paths and other means to link outdoor areas to cities so people can move easily

Figure 30. Henderson's recommendations on facilities

## Services

Provide assistance to help people enjoy the resource—e.g., nature walks

Have a festival at the area and target particular groups

Regularly review risk management plans to address safety issues

Use security guards at heavily used areas

Partner with existing organizations such as a local park and rec department that might bring a group of children to the area for a day

## Services

Provide some group activities that could be done with families at a facility

Evaluate services and facilities from time to time to get input from people

Enlist the help of service groups or churches in volunteer projects at the facility—offer some kind of incentive for helping

Figure 31. Henderson's recommendations on services (Continued)



## Services

- ✱ Examine all policies to make sure they are not culturally insensitive
- ✱ Hold worship services and other spiritual events at outdoor areas
- ✱ Try a variety of approaches and consider them long-term investments—participation may not increase immediately
- ✱ Provide group activities for extended families

Figure 31. (Concluded)



## Communication

Staff need to be able to communicate either through signage or with bilingual skills

Examine material to make sure it invites all people to participate

Make clear what the cost is for participation

Be clear that extended families are welcome

## Communication

Focus on the benefits broadly related to activities (exercise, relaxation, gathering place, place for activities, place for kids, nature, family time, fun, being outdoors etc.) (Godbey, Graefe, and James 1993)

Enjoyment has consistently been found a reason why people do things so we must continually focus on that issue

Figure 32. Henderson's recommendations on communication

## Community Outreach

- Get info about opportunities in places where minorities might be involved—community centers, churches (churches may be exceptionally important for some groups)
- Partner with existing groups like churches or centers or businesses to plan an activity at a facility or area
- Go into communities and hold focus groups to find out what people want/need
- Conduct a needs assessment

## Community Outreach

- Provide discount coupons or free coupons for boat rentals, etc.
- Women often make decisions so perhaps targeting some of the places where they hang out such as hair salons
- Involve work sites that employ minorities to distribute information
- Provide structured group activities to get people into areas
- Enlist community spokespeople, give them tours of areas, ask them how to get others involved

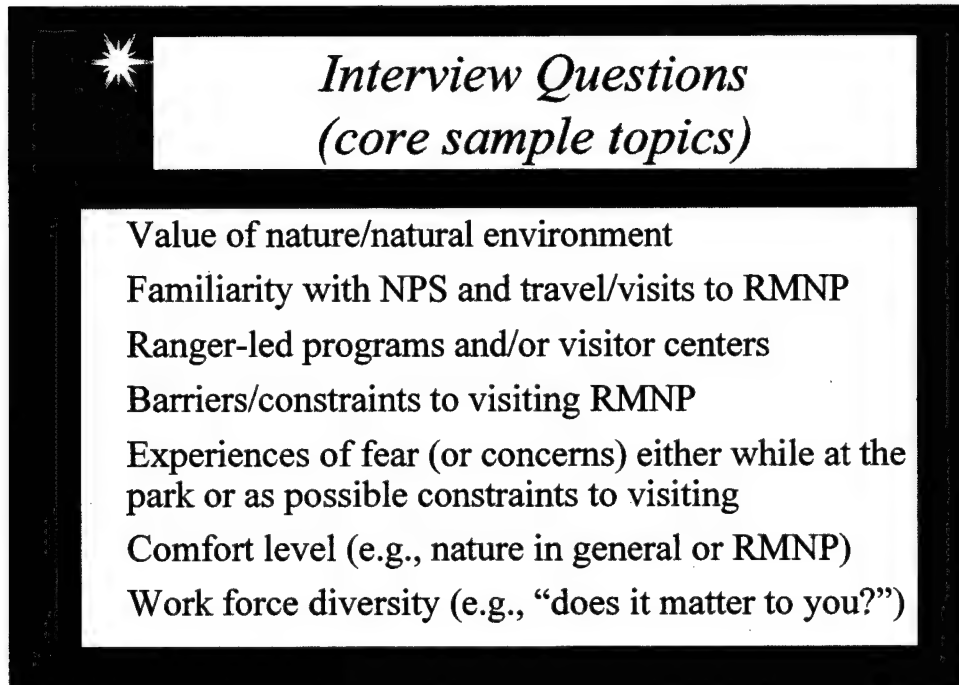
Figure 33. Henderson's recommendations on community outreach

## Ethnic diversity at Rocky Mountain National Park

Nina Roberts is a doctoral candidate at Colorado State University and a Research Fellow with the Rocky Mountain Nature Association. Her workshop presentation in Estes Park focused on her summer 2000 NPS Fellowship research on ethnic minority visitation at Rocky Mountain National Park (RMNP). Her recently published report on this subject is entitled "RMNP visitor use and community interest study: Attitudes, perceptions, and experiences across cultures" (Roberts 2000). The purpose of the study was first, to explore the interest levels of individuals relating to interpretive/education programs, as well as perceptions and use of visitor centers. Second, she wanted to determine the general attitude and perception of ethnic minority groups toward RMNP, including identifying aspects relating to "cultural maps." Third, she wanted to learn the reasons for general non-use of the park, lack of participation in ranger-led programs and /or the non-use of visitor centers.

Her fellowship project consisted of a mixed-method design (both quantitative and qualitative). She used both onsite visitor surveys and focus groups with minority communities across cultures along the Front Range of Colorado. Her presentation at the ERDC workshop focused on the results from the focus group interviews. The next figure (Figure 34) shows typical interview questions.

Based on her research Roberts provided some practical recommendations to the NPS that could apply equally to the Corps. The following figures from her workshop presentation (Figures 35-37) summarize her presentation. Many of her specific recommendations (Figure 38) will be examined during the discussion of the six break-out sessions.



*Interview Questions*  
*(core sample topics)*

- Value of nature/natural environment
- Familiarity with NPS and travel/visits to RMNP
- Ranger-led programs and/or visitor centers
- Barriers/constraints to visiting RMNP
- Experiences of fear (or concerns) either while at the park or as possible constraints to visiting
- Comfort level (e.g., nature in general or RMNP)
- Work force diversity (e.g., "does it matter to you?")

Figure 34. Presentation by Nina Roberts



## General Demographics

### Ethnicity and Gender of Focus Group Participants<sup>1</sup>

	Females	Males	Total	%
Asians/Pacific Islander	13	9	22	35%
Blacks/African American	13	5	18	30%
Hispanic/Latino(a)	9	3	12	19%
Native/American Indian	4	2	6	9%
Biracial/Multiracial	1	3	4	7%
White/Anglo <sup>2</sup>	2	1	3	.5%
Total:	16	9	65	
	65%	35%	100%	

<sup>1</sup> Ages = 15 to 60

<sup>2</sup> Leaders in the Upward Bound program

Figure 35. General demographics

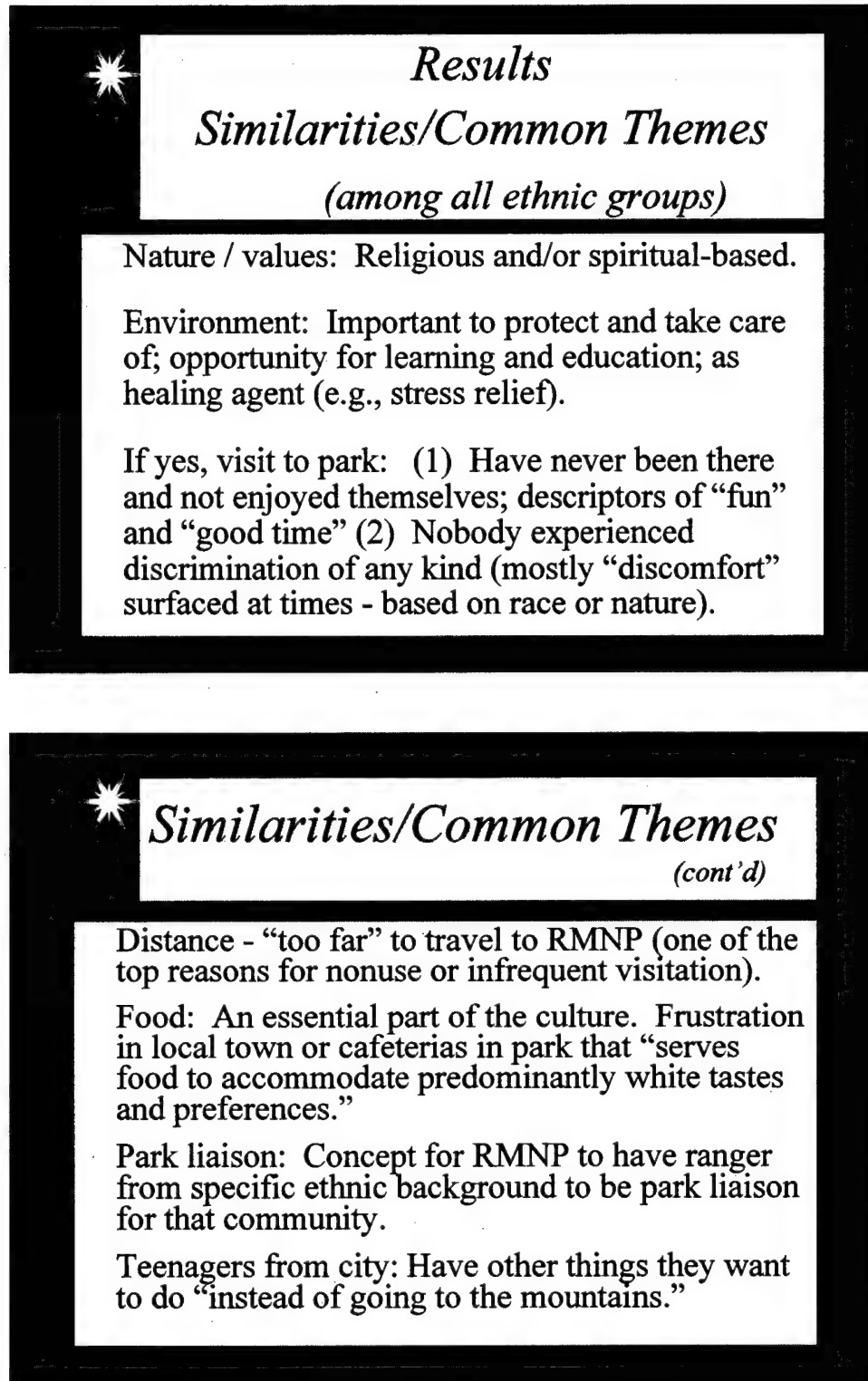


Figure 36. Results, similarities, and common themes



## *Differences across groups. . .*

- ◆ Native/American Indians have real problem with being charged an entrance fee.
- ◆ Some Indians and blacks felt cost/economics is an issue, other groups did not.
- ◆ Language barriers (Asians and Latinos) can be an issue with feeling comfortable and welcome.
- ◆ Meaning and value of outdoors/nature appears to be different depending on background.



## *Differences across groups. . .*

*(cont'd)*

- ◆ Various perceptions of RMNP and degrees of comfort relating to dominant visitor being from white/European ethnic descent (not an issue for some, yes-factor for others).
- ◆ Transportation an issue (constraint) for some people, not for others.
- ◆ Interest in "people watching" and being around a lot of people varied, versus seeking quiet, solitude, desire to get away from crowds.

Figure 37. Differences across groups



## *Recommendations*

Advertise about available amenities for large groups - such as campsites and picnic areas for extended families.

Photographs: Marketing and promotional materials need to have more pictures of various people of color (e.g., brochures, park newspaper, posters, computer touch monitors used for information and interpretation)

Minority rangers to visit local junior and senior high schools during career days to talk about their jobs and opportunities with NPS.



## *Recommendations . . .*

Sponsor special events and celebrations in the park appealing to minority communities – (e.g., powwow, “jazz in the park”)

Establish community liaisons as volunteers to link with people in local community and surrounding towns (and pueblos) with high ethnic diversity.

“Personal” invitations with info packets (entry pass for a day, what interpretation programs available, recreation/education opportunities, staff retreats, etc.)

Be sure to have mix of ethnic foods in the cafeterias and/or restaurants.

Figure 38. Recommendations (Continued)



## *Recommendations . . .*

- ✓ Identify sources of “institutional racism” or cultural insensitivity and seek to eliminate them (provide cultural sensitivity training)
- ✓ Conduct regular reviews of goals, objectives, and progress on the overall diversity plan. Measure and reward performance.
- ✓ Develop a presence among a variety of organizations geared toward services, etc. for people of color (e.g., National Urban League, NHEC, AISES)
- ✓ Take advantage of the unique opportunity to reach youth in local communities.

Figure 38. (Concluded)

### **Universal recreation designs for Corps projects**

In addition to the recreation program overview given by Scott Jackson of ERDC, six Corps employees gave presentations at the Estes Park workshop. Robert Dunn of ERDC gave an overview of the “Ethnic Diversity” work unit and its predecessor, the 1995-1999 ERDC work unit “Ethnic Culture and Corps Recreation Participation.” Primary attention was given to the distinctive ethnic recreational styles documented in the research products from the old work unit and the major goals of the workshop and new work unit’s study plan.

Project managers Diane Batson (Beaver Lake, AR), Laura Beauregard (Chief Joseph Dam, WA) and Kent Dunlap (Keystone Lake, OK) (Figure 39) presented case studies for their respective projects that touched on all of the issues later addressed in the group break-out sessions. Many of the insights and recommendations they shared with the workshop participants were incorporated into the break-out groups’ recommendations. These will be discussed in greater detail at the conclusion of this report.

The two workshop presentations to be discussed here are those by Roy Proffitt (Area Manager, Sacramento District) and Dave Quebedeaux (ranger at Strom Thurmond Lake, Savannah District) (Figure 40). Both dealt with local Corps efforts to accommodate a multiethnic customer base with design features and service improvements that might be viewed as universal in their appeal.



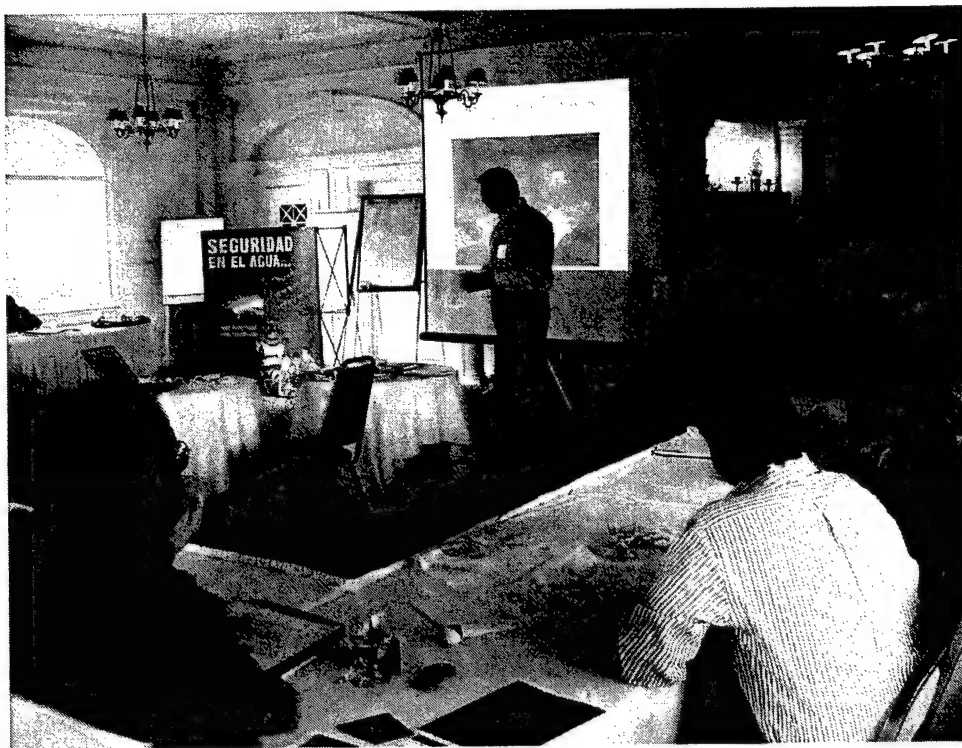


Figure 39. Kent Dunlap (Tulsa District) addressing workshop participants

Roy Proffitt is an area manager in charge of several lakes in the Sacramento District (Figure 40), which have high Hispanic and Asian American visitation. His goal is to “build for everyone” facilities that are user-friendly, that have universal access, and have environmentally sustainable design features. Based on marketing studies conducted for the Sacramento District, Proffitt’s ethnic minority visitors (primarily Hispanic and Asian) have identified the following elements as “what they want” at a Corps project:

- Total accessibility (including “nocturnal day use” which doesn’t involve camping).
- Symbol signage (use of standard international symbols on Corps signs).
- Better advertisements (to let many new immigrants know where projects are located and what they offer).
- User-friendly facilities (incorporating features desired by minority groups, such as larger picnic tables and shelters for larger Hispanic extended families).
- Concessions.
- Security and safety.
- Reasonable fees.

The following slides from his presentation show some examples of what has been done to meet these needs.

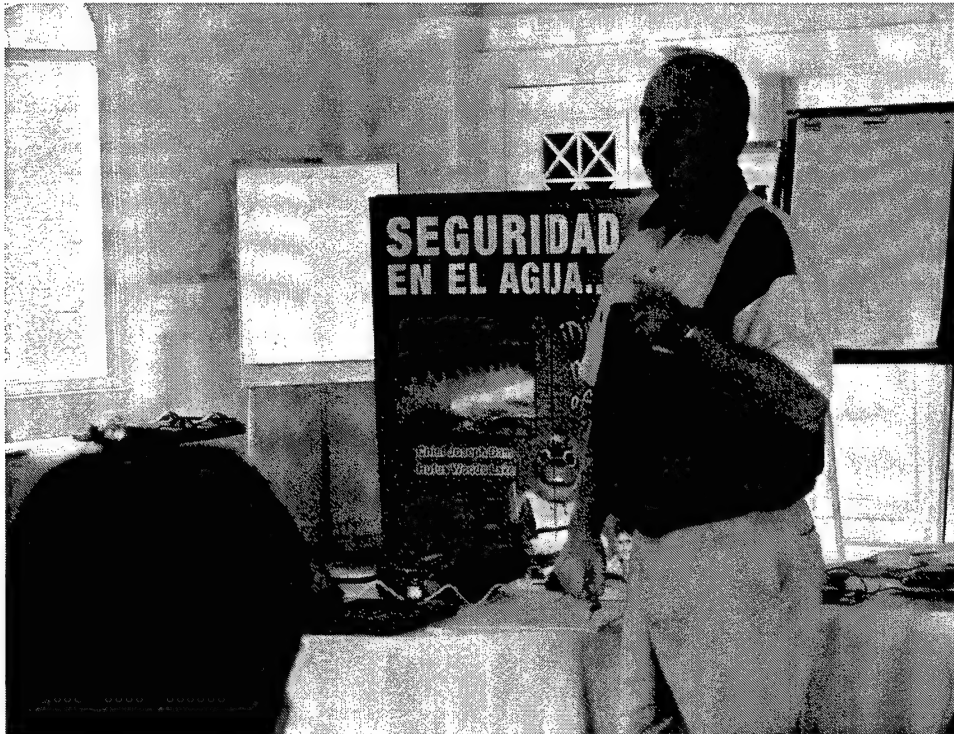
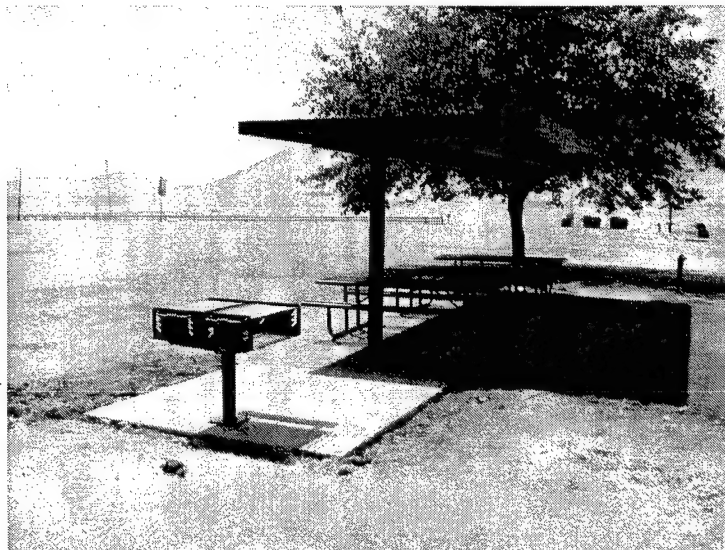


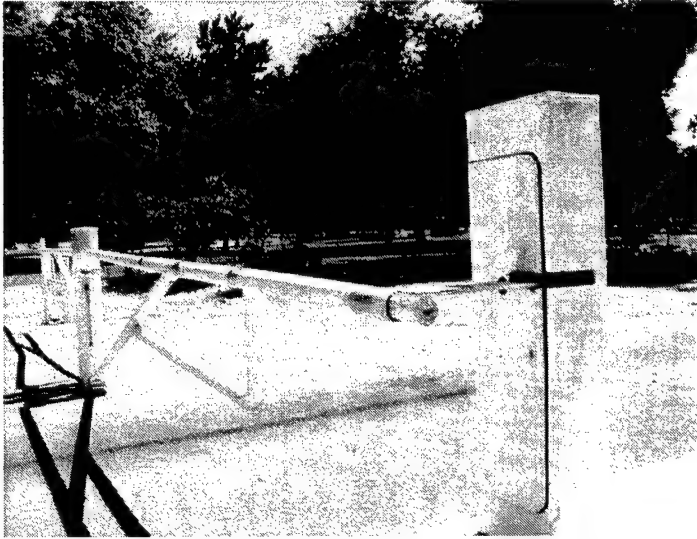
Figure 40. Roy Proffitt, Sacramento District

## WHAT IS DOABLE

- ESTABLISH PRIORITIES
  - SYMBOL SIGNS
  - BIGGER GRILLS
  - ADVERTISEMENT IN YELLOW PAGES
  - POSTED FEE SCHEDULE



## WHAT IS REASONABLE



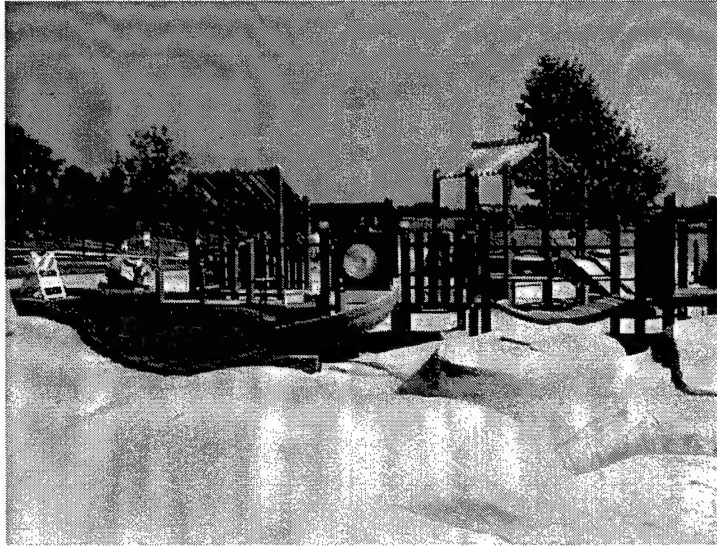
- WATER FOUNTAINS
- SOCCER FIELDS
- CLEAN FACILITIES
- MORE SAND ON THE BEACH
- VENDING MACHINES
- SPECIAL EVENTS

## WHAT CAN BE ACCOMPLISHED NOW



- COMMUNITY OUTREACH
- BANK FISHING ACCESS
- DIRECTIONAL SYMBOL SIGNS
- RECRUITMENT
- OPEN PLAY AREAS
- SAFE SWIMMING AREA

# BUDGET AND ACTION ITEMS



- GROUP SHELTERS
- PLAYGROUNDS
- LONGER PICNIC TABLES
- NIGHT LIGHTING
- PLANNED CONCESSIONS
- PLANNED SURVEYS

Proffitt argues persuasively that the Corps project manager must have a vision for the multiethnic Corps project of the future that he can convey to his superiors. It must be short and simple, easy to understand, contain a strategy to reach the desired goal and contain some practical budget items. He divides factors influencing the success of the project's modifications into two groups, critical and non-critical. Critical factors include the commitment by management, time, energy, and the willingness to follow through. Surprisingly, non-critical factors are money, formal plans, and expertise. They are non-critical because the Corps has all three now, in abundance. What are lacking are the vision and the commitment by management to undertake such an endeavor.

Proffitt and his Sacramento District colleagues have recently created an "Ethnic Outreach Plan." During his presentation at Estes Park he spoke on five critical elements of this plan: a) guiding principles; b) goals and objectives; c) performance measures; d) strategies, and e) cost of actions. The following slides from his presentation illustrate these elements:

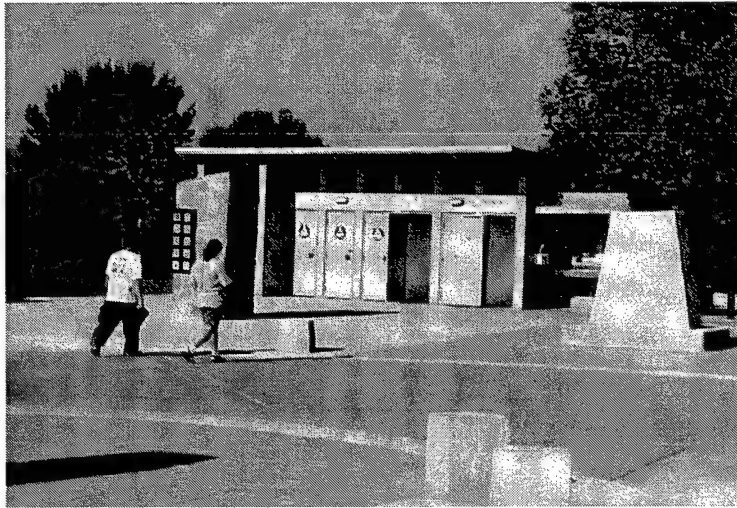
## GUIDING PRINCIPLES

- WHAT ARE THE ESSENTIAL INGREDIENTS
  - ADVERTISE EXISTING FACILITIES AND RECREATION OPPORTUNITIES
  - RECOVER NEW INVESTMENT
  - BALANCE THE RECRUITMENT, MARKETING AND MANPOWER APPROACH

## GOALS AND OBJECTIVES

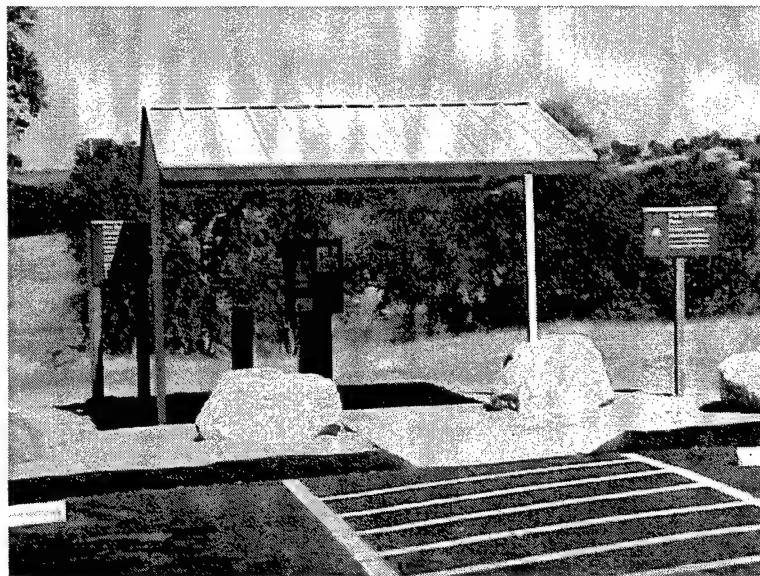
- IDENTIFY WHAT YOU ARE TRYING TO ACCOMPLISH
  - COMMUNITY INPUT AND SUPPORT
  - COMPATIBLE RECREATION OPPORTUNITIES
  - MINORITY EMPLOYMENT
  - RECOVERY OF INVESTMENT

# PERFORMANCE MEASURES



- IDENTIFY THE MEASUREMENT STICK FOR SUCCESS
  - 30 PERCENT OF VISITATION IS MINORITY
  - 100 PERCENT SYMBOL SIGN INSTALLATION

# STRATEGIES



- MAKE IT USER FRIENDLY TO EVERYONE
- COOPERATIVE PROGRAMS WITH SCHOOLS AND UNIVERSITIES FOR RECRUITMENT
- MARKET GROUP FACILITIES
- DEVELOP A RANGE OF GROUP USE FACILITIES



# STRATEGIES

- MANAGE FOR HEALTH AND SAFETY
- CONDUCT SPECIAL EVENTS
- MEET WITH COMMUNITY LEADERS
  - TOUR PROJECTS AND FACILITIES
  - INVOLVE COMMUNITIES IN THE DECISION PROCESS



## MARRY THE STRATEGY TO THE BUDGET

- IDENTIFY COST AND ACTION ITEMS
  - \$600 BILINGUAL WATER SAFETY BANNERS
  - \$150 JOIN HISPANIC CHAMBER OF COMMERCE
  - \$750 BOOTH FOR LATINO FAIR
  - SEEK INVESTMENTS, IN-KIND SERVICES, COOPERATIVE AGREEMENTS FROM PARTNERING ORGANIZATIONS

# MARRIAGE OF THE BUDGET AND ACTION ITEMS

- IN-HOUSE CULTURAL AWARENESS
- \$10 MONTH - YELLOW PAGE ADVERTISEMENT IN PHONE BOOK
- VISIT MIGRANT LABOR CAMPS
- PSA AND RADIO SPOT ADS
- \$87,000 UNISEX BATHROOM SHOWER

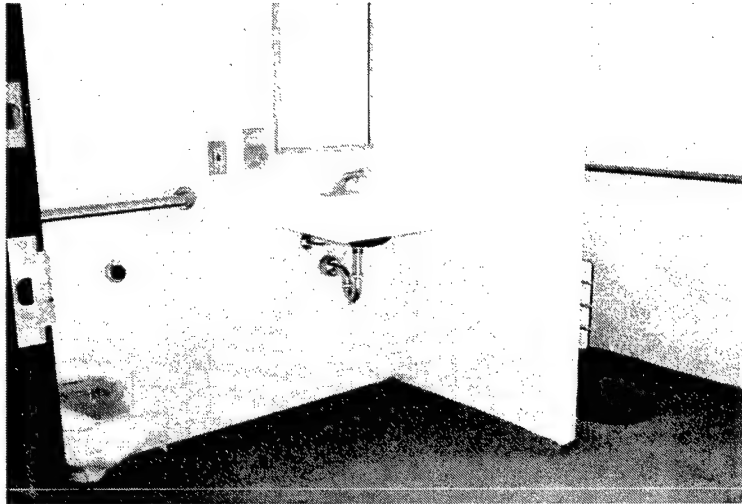


What Roy Proffitt and other members of the Corps committee for "Recreation Facility and Customer Service Standards" (Draft EM 1110-1-400) are striving to achieve are universal recreation design concepts that work for traditional (white/Anglo) and nontraditional (ethnic minority) visitors. Whether unisex bathrooms and outdoor sprinklers (see figures that follow) really achieve these goals is a matter for future empirical study. Proffitt's strong advocacy of the universal design concept was certainly the most controversial presentation of the entire workshop. Many researchers, including Nina Roberts, feel strongly that unacculturated ethnic groups have special cultural needs that require some special facilities and that when it comes to recreation one size does not fit all. This is certainly true in terms of communication and community outreach as will be shown in the discussion of the break-out sessions.



## TOTAL ACCESS

- UNIVERSAL DESIGN CONCEPT
- BUILD IT FOR EVERYONE



## SUSTAINABLE DESIGN

- DURABLE
- ENERGY EFFICIENT
- COMPATIBLE WITH ENVIRONMENT
- AFFORDABLE
- MEETS USER NEED



## Comal Park story at Canyon Lake, TX

Before coming to Strom Thurmond Lake on the Georgia /South Carolina border, Corps Ranger David Quebedeaux (Figure 41) spent 10 years at Canyon Lake, TX. This is a project on the Guadalupe River in the Texas hill country between San Antonio and Austin that may have the highest Hispanic visitation of any Corps project in the U.S. Average Hispanic visitation on summer weekends is more than 60 percent and during the Easter weekend climbs to over 95 percent. The story of Comal Park at Canyon Lake is told in some detail in ERDC's Technical Note on Hispanic recreation (Dunn 1999a) and also on the Corps Gateway Web site at <http://corpslakes.usace.army.mil/employees/ramp/gets/comal.pdf>. The slides from Quebedeaux's presentation outline the problems at Canyon Lake and the solution produced by the Fort Worth District task force at one public use area, Comal Park (Figure 42).

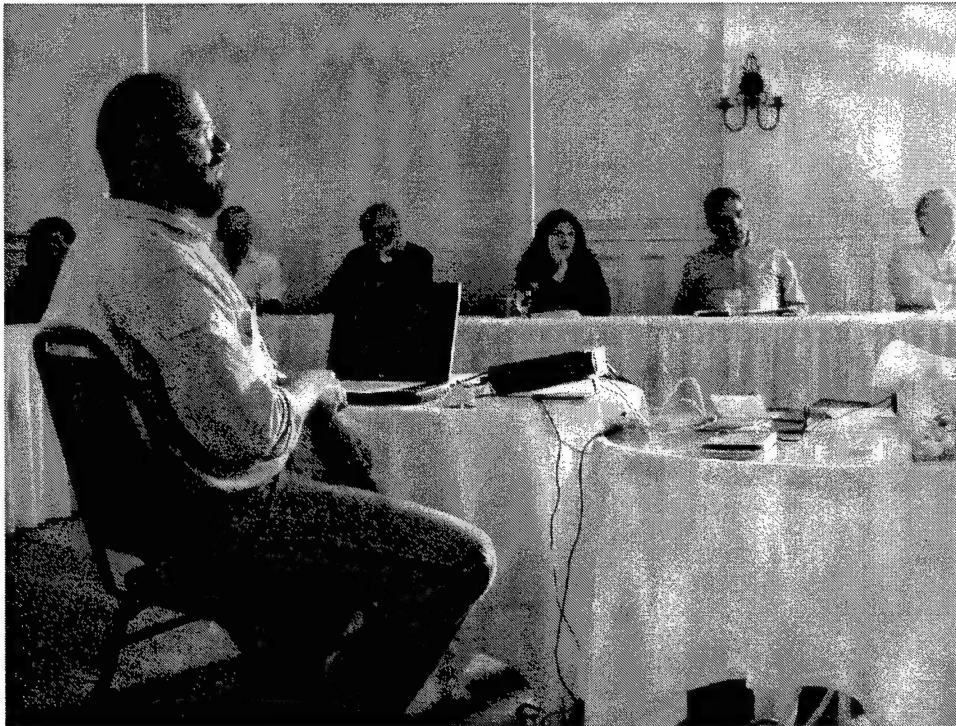


Figure 41. Dave Quebedeaux addressing workshop participants

## Problems

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- Only sites at water's edge used
- Limited shade for camp/picnic sites
- Facilities repeatedly damaged in floods
- Tremendous weekend use only
- Repair/improvement budgets limited
- Gang visitation
- Sites built for small family units
- Picnic/campsite cooking facilities inadequate

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## Our Response

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- Closed park for extended period
- Identified numerous problems
- Gather park improvement suggestions from
  - Users
  - Potential users
- Gathered a Corps design team to reconfigure park(s) for better safety and satisfaction
- Located funds to enhance facilities
- Develop new/refurbished facilities to:
  - Better serve crowds
  - Better serve large families
  - Decrease vandalism and management problems

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## Park Design Changes

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- Improve roads, traffic circulation, parking
  - Expand beaches
  - Add playgrounds
  - Upgrade restrooms
  - Modern entrance complexes
  - Campsites to accommodate large families
  - Day use and camping separation
- 

## Operational Changes

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- Implement day-use fee programs
  - Upgrade service contract standards for a cleaner park
  - Adopt a "No Loitering in Parking Area" policy
  - Ensure a strong law enforcement and ranger presence in first year
  - Immediate repair of damaged/vandalized facilities
-

# Results

---

Reduced Vandalism

Reduced gang  
activity

Reduced  
citations/arrests

Reduced operational  
costs

Increased visitor  
satisfaction

Increased total  
visitation

Increased revenues

Increased visitor and  
ranger safety

Increased family  
visitation

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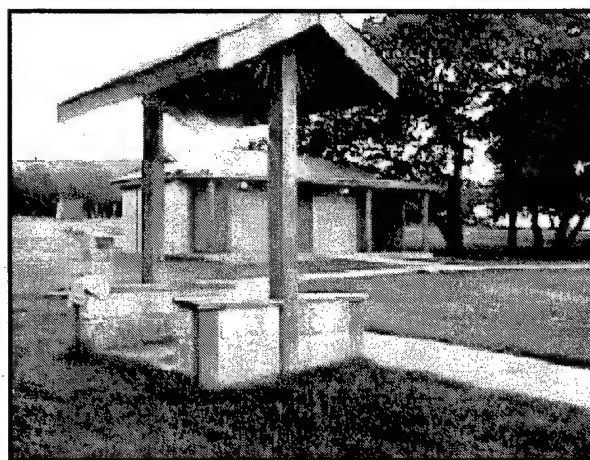


Figure 42. Images of Comal Park following modifications



## Ethnic Break-Out Session Recommendations

The questions and directions given to the participants of the three ethnic and the three topical break-out sessions are shown as follows:

### **Ethnic Group Break-Out Sessions (Hispanic, Asian, and African American)**

#### ***Recreation Use Patterns and Facilities and Service Needs***

- a. Take 15 min to jot down your thoughts for each of the items below.
- b. Following this time, provide your thoughts in a round table format for discussion.
  - (1) Describe the typical or average outdoor recreation group from this ethnic minority. Include age, size, major activities, and group make-up
  - (2) Describe the typical recreation group's needs in terms of facilities, services, and security.
  - (3) Identify barriers to recreation for this group.
  - (4) Identify any points of concern, conflict or unmet needs for this group.
  - (5) Identify potential agency actions to address areas of needed improvement (actions could include adjustments to facilities, services, communication strategies, policies etc.).

For each action provide the following information:

- a. Description of the action and intended result.
- b. Factors to consider when implementing the action.
- c. Places where the action has been implemented.
- d. The name of a person that can provide additional information about experiences implementing the action.
- e. Suggestions of places where the action could be tested and demonstrated.

### **Topical Break-Out Sessions**

- **Community Outreach**
- **Communication**
- **Recruitment**

The following are suggested definitions for the theme areas:

**Community Outreach** – i.e., actions by the Corps of Engineers to engage members of the community in supporting the provision of quality and diverse outdoor recreation opportunities on Corps lakes.

**Communication** – i.e., actions by the Corps of Engineers to provide timely and effective information to visitors that ensures rewarding recreation experiences and encourages effective visitor feedback.

**Recruitment** – i.e., actions by the Corps of Engineers to improve the diversity of the recreation workforce.

- a. Take 15 min to jot down your thoughts for each of the items below.
- b. Following this time, provide your thoughts in a round table format for discussion.
  - (1) Describe present situation within the Corps regarding the topic area (i.e., community outreach, communication, recruitment) (identify deficiencies and strengths)
    - (a) deficiencies
    - (b) strengths
  - (2) Define goals for your topic area (where should the Corps be in 5 years, 10 years?)
    - (a) goals to be achieved in 5 years
    - (b) goals to be achieved in 10 years
  - (3) How can we get there from here? What are the current organizational and policy constraints now preventing the Corps from reaching these goals? What new policies may be needed?
    - (a) organizational constraints
    - (b) policy constraints
    - (c) other constraints
  - (4) Additional ideas, concerns, suggestions



## **Hispanic working group**

The six members of the Hispanic working group began their presentation with the observation that Hispanic group size is largely event-specific. The celebrations of Easter and birthdays are the two most popular events for bringing together large family groups. The largest group sizes are typically found on Sunday afternoons when extended families have the opportunity to recreate together. During the work week, groups will be smaller, such as small groups of working age males or nuclear families.

The most favored activities of Hispanic visitors to Corps lakes include the following:

- Cooking (regarded as a form of recreation in itself).
- Swimming (wading and playing in the water).
- Visiting/socializing.
- Events/celebrations.
- Games (breaking the piñata, etc.).
- Male focus sports (soccer, basketball, etc.).

The groups noted that the activities of acculturated Hispanics are changing. Activities such as bank fishing and skeet shooting were two examples of breaking out of the cooking/socializing stereotype.

The facility needs of Hispanic visitors to Corps projects included the following:

- Shade (shelters or trees).
- Open play areas (flat grassy areas for games and sports).
- Beach with nearby picnic sites.
- Large picnic sites/ larger grills/ample parking.
- Electrical outlets.
- Playground near shelters (e.g., walled kid zones limit need for adult supervision).
- Water safety education (too often kids are watching kids and none can swim).
- Roads and traffic should be spatially separated from play areas.
- Greater ranger presence (personal contact increases feeling of security but stand-offish surveillance alienates).

The Hispanic working group noted the following service needs of Hispanic visitors:

- Water safety education (cooperative programs with Red Cross).

- Transportation (buses from urban areas).
- Food vendors in or near Corps public use areas.
- Concessions (beverages, supplies, etc.).
- Cleanliness (bathrooms)/park maintenance (frequent trash pick-ups).
- Information in Spanish on park rules (Title 36 and others).

The major barriers that now exist within the Corps that limit or block Hispanic recreation participation are as follows:

- Lack of information (rules, regulations, requirements to reserve facilities, group size limits, licenses, pets, access to park (signage).
- Space (not enough for large groups).
- Language difficulties (with Corps rangers, gatehouse attendants, Anglo visitors).
- Transportation (lack of public transportation to many Corps lakes).
- Economics (cost of transportation, equipment).
- Quality of facilities at Corps project.
- Social environment (overt or covert racism).
- Lack of equipment needed to participate (fishing and water sports).

There were a number of points of concern for this group. First of all, there was a general feeling that, at the project level, the Corps really does not understand Hispanics and their recreational needs. In its eagerness to "go high tech" with the reservation system the Corps has missed the Hispanic target audience. Secondly, despite the changing demographics, there is a serious lack of Hispanic employees even in parts of the country with large Hispanic populations. Third, there were (and still are) serious user conflicts between Hispanics and Anglos such as space requirements, cultural usage, playing of loud music.

The fix for these problems is complicated but still doable. The working group broke out their recommended Corps actions into five large areas, facilities, training, language, partnerships, and legislation.

### ***Facilities***

- Reconfigure play areas for child safety.
- More day-use parking.
- Utilize universal design where possible.

### ***Diversity training***

- Corps commitment to providing diversity awareness (cultural competency) training must be substantial rather than cosmetic.
- The Corps leadership must answer the question now arising from the field "How serious are you about this?"

### ***Language***

- Use Spanish language signs that really communicate (e.g., signs with the admonition "La basura no es parte de nuestra cultura" (trash is not part of our culture) would do a great deal to help with the overflow of trash from weekend Hispanic visitation.
- Provide printed materials in Spanish for the literate but non-English speaking visitor (brochures, maps, etc.).
- Encourage and provide financial incentives for conversational Spanish language training for rangers (FTE).
- Hire or train bilingual administrative staff at project offices (e.g., phone).
- Hire bilingual summer and new hire rangers.
- Use bilingual contract administrators.
- Request legislative changes for pay differentials for bilingual staff (rangers).

### ***Partnerships***

- Citizen board public input, outreach.
- Friends of the Corps groups (keep them informed of Corps positive actions and accomplishments).
- Interagency cooperation (cost share programs to help each other).

### ***Legislative Actions***

- Fee demo program needs to go forward (return funds to the projects so that they can implement recommended upgrades).
- Provide funding for modifications of day-use areas to meet the needs of Hispanic Americans (and other minority visitors).

### ***Asians/Asian American working group***

Three of the six members of this break-out session were Corps employees with extensive firsthand experience with Asian visitors to Corps projects. The most striking feature of their workshop presentation was its similarity to the Hispanic working group with regard to specific concrete recommendations for modifications in facilities and services. However, it should be noted that many of the Asian working group's recommendations are made in reference to relatively

unacculturated Southeast Asian immigrant groups in California. Asian Americans are extremely culturally diverse and range from highly acculturated groups whose families have lived in the U.S. for over a century to new immigrants with no English language skills and little familiarity with American social mores.

The working group noted that many Asian families visiting Corps lakes are multigenerational extended families whose members may range in age from newborns to grandparents and even great-grandparents. In California, groups of young Asian men in their teens, who are not associated with large families, have generally been regarded by Corps rangers as gang members. Regarding activities pursued at the Corps lakes there is an observed difference between new/recent arrivals (immigrants/refugees) and the highly acculturated Asians whose recreation preferences resemble white (Anglo) groups. Many unacculturated Asians (e.g., Hmong) often come for subsistence fishing. As a rule these Asian visitors come as day users not campers. In addition to family picnics with extensive on-site food preparation, recreational activities include driving for pleasure, photography, and wildlife viewing. One member of the working group told a story of new Asian immigrants slaughtering a live pig on site as part of their large family picnic. This activity has been prohibited pending further guidance. A recent observed trend in California has been visitation by Asian company employees on company-sponsored travel (e.g., Japanese businessmen on travel packages).

The Asian group identified several needs in terms of facilities, services and security, including the following:

- Provision of safe places/shorelines that do not have steep drop-offs.
- Shade.
- Large group accommodations/multiuse facilities (e.g., group picnic shelters, large scale cooking areas/grills, large grassy/open-space play areas, restrooms close by); such locations in close proximity to the lake.
- Security/hiring of sheriffs (law enforcement)- protection from potential gang activity, conflicts with the racial or ethnic groups.
- Programs teaching about environmental protection/education.
- Provision of information on the Corps mission, environmental stewardship, what goes on with the project, etc., in the native language.

Existing barriers to recreation participation by diverse Asian groups included:

- Language issues/signage.
- Transportation constraints (some groups are simply unable to "get there").
- Economic constraints for less privileged visitors.
- Safety issues, fear (e.g., nature/bugs and snakes).
- Lack of "identity with the sites ("I don't identify with this place") – concept of not feeling welcome, low comfort level; one group member

noted not taking care of an area (littering) is symptomatic of such a lack of identity with the site.

The major points of concern, conflict, or unmet needs for this group were strikingly similar to Hispanics including the following:

- Perception of discrimination by others (staff/visitors).
- Lack of knowledge of regulations, policies, and laws (inability to read English).
- Fears of gangs and gang activity being present at the Corps lake.
- Slaughtering pigs for feast onsite.
- Lack of cultural awareness of this group by staff/other Corps employees.
- Inability to swim.

The Asian working groups provided an extensive list of specific concrete recommendations to address areas of needed improvement. More detailed discussion of these very thoughtful recommendations will be provided at the conclusion of this report.

### ***Facilities***

- Provide place/space for special events that are relevant for the particular group/culture.
- Provision of large picnic areas; modular moveable tables that can be moved together; larger grills.
- Signage in universal symbols.
- “Special” signs in specific language where needed (key concept: different ethnic groups within the Asian heritage may not speak/read different languages).
- Increased lighting in certain areas where gangs are known to hang out (or for general safety overall).
- Provide/offer swimming lessons at lake (partner with American Red Cross); strategy could include donations for certificates for free lessons at local pool facility.
- Solicit personal flotation devices (PFD’s) from local merchants for use at Corps lake (loans or gift); company logos provide businesses with an opportunity to market their business.
- Provide boating lessons onsite (discount days) or partner with local community to subsidize costs.

### ***Services and outreach***

- Corps leadership must consider long-term trends, priorities based on changing demographics and then carefully decide on capital investments.
- Corps project managers at the local level must establish points of contact/ community connections (meet and greet local leaders of minority groups).
- Visit local school groups (e.g., water safety presentations).
- Use commercial public service announcements and radio spots to market Corps parks and facilities.
- Reach out to community-based organization (e.g., churches, local merchants).
- Proactive recruitment of minority youth/students for seasonal employment.
- Make contact with the leadership of minority communities in visitor source areas; such contact to provide access into the Asian community.



Figure 43. African American break-out session

### **African American working group**

This working group included two African Americans, a white academician who has done extensive research with African Americans in the Southeast, an Hispanic academician with professional and personal ties to the black community, and two white Corps employees with firsthand experience with black visitors to Corps projects. Except for African Americans' general lack of

communication difficulties, this working group identified problems and recommended solutions that overlapped those of the other minority groups.

Regarding group sizes, there was a surprising amount of diversity. Four family types were identified: extended (multiple) families, nuclear families with small children, single parent families (many with female heads), and multi-generational extended families which are matriarch (grandmother) centered. In addition to these families there were four other groupings:

- Small groups of men.
- Family reunion groups (80-100).
- Church groups.
- Small group of teen-age males.

All these groups primarily engage in day-use activities at Corps lakes that include the following:

- Socializing, walking, team sports (e.g., basketball), cards.
- Picnics, birthday parties.
- Onsite food preparation.
- Use of playground equipment.
- Fishing (bank and boat fishing depending on socioeconomic status).
- Swimming and wading.
- "Hangin" out (just "chillin").

The working group recommended the following facility and service improvements for African American visitors:

- Bigger and better grills.
- More group shelters.
- Sports facilities (e.g., team sports such as basketball).
- Swimming instruction/water safety education at the Corps lake.
- "Kid zone" play areas (playgrounds with walls so that a small number of adults can supervise a large number of children).
- Bus parking areas to accommodate church groups and other larger social groups.
- Add bright colors to developed facilities (move beyond green and brown).
- Information on fees and procedures (more accessible to visiting public).

- Presence of rangers/law enforcement (avoid harassment of visitors, but make them feel safe).

Existing barriers to African American recreation closely matched those identified for Hispanic and Asian groups and included:

- Racism (real and perceived); internal (within the Corps) and external (from visiting public).
- Poverty (limits payment of day-use fees and finding transportation to the Corps lake).
- Low recognition of Corps as an agency by many blacks (a "branding" issue that needs to be addressed by better outreach and marketing).
- Perceived safety issues both natural (snakes, bugs, dogs...) and social (racist intimidation).
- Lack of outdoor knowledge and skills within the black community.
- Lack of a sense of belonging at Corps lakes; social permission issues may exist on an unconscious level.
- Lack of input into decision-making.

The working group identified the following items as points of concern, conflict, or unmet needs for African Americans:

- There is a strong need for environmental education among black Americans.
- There are real "branding issues" at work; the Corps of Engineers has little name recognition or understanding of its mission by many black visitors.
- As an agency the Corps should reach out to African Americans.
- The Corps should demonstrate honesty and action in combating racism within its own ranks.
- The Corps should be proactive in recruiting and retaining African American staff.
- Above all the Corps should demonstrate authenticity and commitment.

There were a variety of practical recommendations made by this group to combat these problems. While a more detailed discussion of these will appear later we can briefly mention some of their recommendations.

- The Corps should actively seek to partner with other agencies and programs such as the American Red Cross (swimming and water safety), FamCamp (environmental education and outdoor skills).
- Build or modify facilities to accommodate community events (shelters, gazebos, meeting rooms, picnic areas, etc.).



- Shift from physical to cultural areas (interpretative programs).
- Promote a junior ranger program similar to those created by the National Park Service.
- Hire minority students as summer workers.
- Recruit African American architect(s) for future demonstration projects.

## Topical Break-Out Sessions

On the afternoon of the second day of the workshop the ethnic group break-out session, participants were reconvened and reorganized into three topical sessions on community outreach, communication, and recruitment. The participants were encouraged to join the session they had the greatest interest in and to which they could most contribute. As with the ethnic group sessions, an ERDC researcher was assigned to each group to facilitate the discussion. Each break-out session had six participants. Each group had two or more Corps employees. The presentation of their findings follows the group presentation made on the third day of the workshop.

### Community outreach

As shown by the great success of the NPS at Rocky Mountain National Park, community outreach is extremely important in making recreational opportunities and benefits known to ethnic minority populations. The break-out session on outreach assessed the present deficiencies on ethnic minority outreach within the Corps as follows:

- There is a general lack of interest in ethnic community outreach from many white engineers in leadership positions within the Corps (little experience with minorities and lack of knowledge regarding their needs).
- There is a “disconnect” between the field (lake project offices) and the district offices (not aware of problems and challenges caused increased ethnic diversity).
- There are people at district offices that have never been to the field yet they influence management decisions that directly affect recreation facilities and services.
- At lower levels of the Corps (District and Area Offices) there is little or no support for community outreach programs.
- Project managers simply do not have the staff to communicate with minority groups (Hispanics and Asians) in their respective languages; lack of multiethnic understanding by Corps staff.
- Within the Corps there has not been a strong corporate culture of minority community involvement; sense of no need to do it because minority visitation is already so high (e.g., Hispanics in Southwest).

On the plus side the outreach working group felt that the Corps has a lot to offer if managers are given the motivation and incentive to prioritize effective community outreach. The following Corps strengths were singled out:

- Within the Corps there is a history of strong environmental and water safety programs.
- There are individuals within the organization who have the passion and ability to reach out to minority communities.
- There is a thrust from the Federal government (e.g., Executive Orders, policies, and procedures) to pursue community outreach as a goal.
- There is an organization structure already in place to build on.
- The Corps is a multipurpose agency with a diverse mission and a variety of opportunities available.
- Most Corps projects are located close to urban centers with large minority populations.
- Managers do have the ability to act locally at the project level (initiate contacts with minority community leaders).
- In general, people do feel that recreational opportunities enhance the welfare of their community; the Corps already has a reputation for providing family recreation among its traditional (white) customer base.

The community outreach working group developed and presented a series of goals that if implemented, would affect the entire Corps organization. However, reaching these goals will require an agency commitment from the top down as indicated by the following:

- Each project (or groups of projects) should have a demographic/marketing study.
- Corps leaders should work toward community and agency partnerships with minority populations.
- Create bilingual/multicultural internships at these agencies.
- Include outreach efforts as items to be included in performance evaluations.
- Try to involve minority chambers of commerce (Hispanic chambers in the Southwest and California).
- Work with community advisory groups (representatives of community and neighborhood organizations) and get their input on new initiatives; create a cooperative structure that can raise money for some of the outreach activities.
- Be proactive and take water-safety (and other programs) out to the community; visit schools, church groups with high minority populations; adopt a school program for mentorship.

- Diversify the Corps work force in proportion to the regional population; create student positions/interns now to prepare for future work force.

The outreach group identified a number of organizational and policy constraints that now stand in the way of reaching the goals just set forth. Some of these are as follows:

- The Corps has tasked project managers with more responsibilities and mandates but has not provided the funding and staff to match.
- Within the organization there is too much on what you can't do and not enough on what you can do.
- Too great a reliance on Co-op programs.
- Prohibition of marketing our facilities (have to be couched as water safety messages).
- Funding inconsistencies across different regions (politically motivated).
- Lack of excellent educational efforts to bring behavioral change in corporate culture; still have the "good ole boy" network making a lot of the decisions.
- Unfortunately, there are racist individuals working within the Corps.

In summary, the outreach working group's presentation painted a picture of a technically oriented agency that still sees its large recreation program as secondary in importance to its engineering and construction mission. To change that corporate culture will require a strong push from the top down. The endorsement of community outreach as a corporate goal by the Chief of Engineers and decision makers at HQUSACE is clearly very important. However, that push must go all the way down the military chain of command. To achieve the changes just discussed at the district level, the colonels who run the Corps's civil works districts must buy into the idea of community outreach. District Commanders must insist that their Public Affairs staff and their Operations personnel get more involved with ethnic minority communities. There is already some interest and enthusiasm for outreach at the project level according to our workshop participants, but if the Corps is really to change the way it does business, community outreach efforts must be encouraged and supported all the way down the chain of command.

## **Communication**

Effective communication with non-English speaking minority visitors is a major concern to many Corps project managers (Figure 44). The issue of bilingual (Hispanic/English) signing, day-to-day problems between Corps rangers and non-aculturated Asians, and the "official" translation of Title 36 into Spanish and numerous Asian languages were all hot topics at the Estes Park workshop. Outlined in this section are the issues and some of the recommendations that came from the five-person working group and the discussion by other workshop participants generated by their presentation.

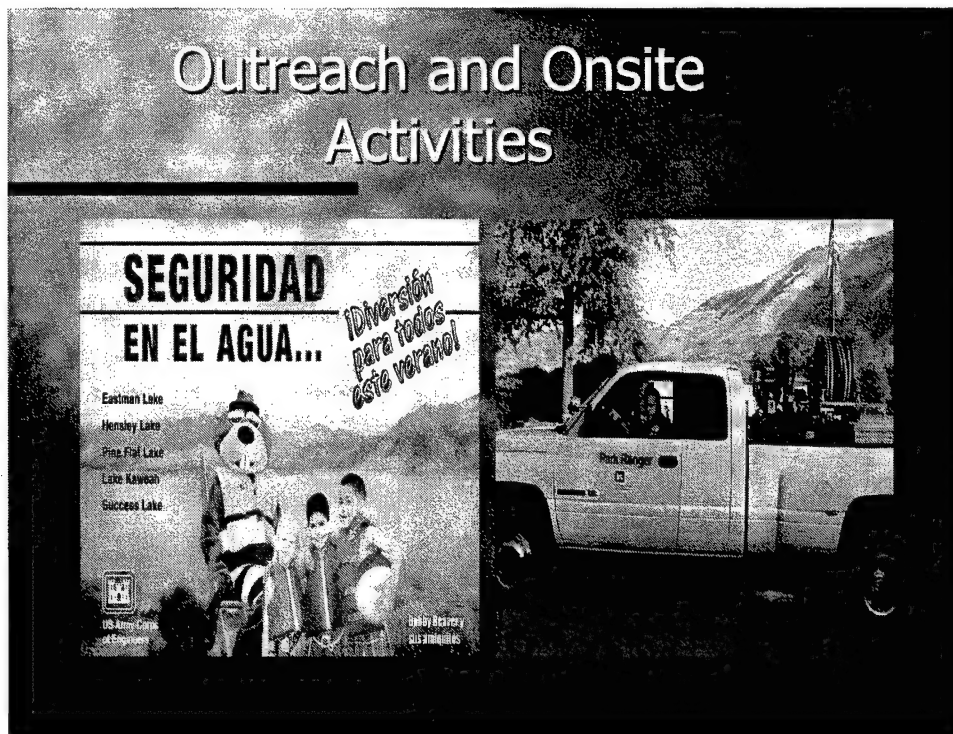


Figure 44. Sacramento District poster (courtesy of Ranger Phil Smith)

In assessing present conditions within the Corps regarding communication, the following deficiencies/ weaknesses were noted:

- Even in places like California with a great deal of ethnic diversity, there are not enough bilingual rangers within the Corps (Spanish, Vietnamese, and other Asian languages).
- Lack of appropriate written communications (signs, brochures, etc.) for linguistically diverse populations.
- Lack of minority rangers.
- Lack of pertinent information being posted.
- Need for more effective ways of information delivery.
  - Go beyond bulletin boards.
  - Content deficiency in communications (lack of specificity regarding boating, water safety.
  - Timing of information (where? when?).
  - Delivery of information (body language, tone, etc.).
- Overuse of agency jargon, acronyms in communications with visitors (e.g., PFD's).
- Overreliance on English as a customer feedback mechanism.

- General lack of cultural competence (practical understanding) in dealing with nonacculturated visitors.

In an effort to be fair the working group also identified a number of potential strengths (assets), which could be utilized to improve communication with ethnic minority visitors:

- The Corps has an organizational system (chain of command) in place to make rapid changes if given the mandate to improve communication.
- Institutional philosophy promotes staff development (e.g., provides for ongoing staff education and training).
- Professional staff (education prepares people to learn new things).
- Willingness of agency to go forward with needed changes (once leadership is convinced of the right course of action).
- If needed communication improvements are prioritized, money to make these changes can be found in the operations budget.

To make communication improvements less abstract, the working group set forth a number of goals for 5 years and 10 years in the future which are shown from their workshop presentation as follows:

#### ***Five-Year/Ten-Year Goals***

- 30 percent Corps rangers with basic language skills in Spanish or an Asian language (achieved through training and recruitment) (50 percent by 10 years).
- 75 percent of Corps publications translated and published in local languages (Spanish and one or more Asian languages) (100 percent by 10 years).
- All signs at lakes use international symbols.
- All written materials available in Spanish (brochures and pamphlets).
- Increase percentage of bilingual/bicultural administrative staff by 30 percent (50 percent by 10 years).
- Increase percentage of bilingual/bicultural rangers by 20 percent (25 percent by 10 years).
- Increase cultural diversity awareness training by 50 percent (100 percent by 10 years).
- Develop a Corps-wide strategic plan for communication improvement.
- Appoint a Corps official and give that person the responsibility to plan its implementation (full implementation of that plan by 10 years).

These goals are ambitious but not out of the question. To achieve them the working group members recommended the publication of a policy memorandum by HQUSACE, which would provide short-term guidance to the field. The

memorandum should lay out where we are going with managing for ethnic diversity in general (vision statement) and call for the creation of a task force to develop a strategic plan for improved communication. The Corps task force should consist of Division, District, and field operations personnel as well one or more ERDC researchers. The working group made the recommendations as follows:

### ***Recommendations for communication improvement***

- Policy memorandum.
  - Interim guidance that covers community outreach, communication, and recruitment.
- Creation of Task Force (RMSP leadership).
- Strategic Plan for Communications.
  - Pay incentives for language skills by Corps rangers.
  - Pro-active recruitment of minorities (start early utilizing high school visits and visits to college campuses).
  - Use of international symbols, Spanish as a “lingua franca” in certain regions of the country.
  - Mandatory cultural awareness training for personnel who interface with minority visitors.
- Development of Project Operational Management Plans that reflect communication improvements.

### **Recruitment**

The last workshop break-out session dealing with the recruitment of minority personnel produced many insights into the current situation within the Corps and identified several ways to improve the current situation. The recruitment working group identified the following deficiencies (weaknesses) in the current system:

- Limited service from and access to CPOCs (Central Personnel Operations Centers).
- Nonprofessional job series (Corps rangers).
- Restrictive OPM guidelines.
- Starting salaries not competitive.
- Direct hire authorities hard to get.
- OPM rankings do not reflect position skill needs.
- Ranger positions have poor image problems with public (lack of glamour).
- Current system links retention with recruitment.

- Entry level vs. career path considerations (need for greater career orientation).
- Recruitment material (publications and visuals) and people sent to job fairs may not be appropriate for ethnic minority applicants.
- Retention issues (hard to keep good minority personnel because they are actively recruited by other agencies and the private sector).
- Inability to directly convert good people from temporary to permanent status.
- Lack of consistency between Corps districts in the assignment of grades.

On the plus side, the working group identified a number of strengths within the Corps that could be actualized if these problems could be overcome:

- Student Career Employment Program (Co-op) is already available.
- Wide range of opportunities within the Corps for qualified minority applicants.
- Journey-man ranger position graded as GS-9 (better than other Federal agencies).
- Appeal of a career based on outdoor resources.
- There are many great people with great life stories and experiences in the Corps ranger staff.
- Potential for long-term training.

The working group identified a realistic set of five- and ten-year goals for the recruitment of ethnic minorities into the Corps:

#### ***Goals – Five Years***

- Increase awareness and interest in the Corps outdoor jobs within minority communities.
- Institute a positive education requirement for hiring.
- Relaxed recruitment/ retention bonus for minority rangers.
- Develop a recruitment plan – succession planning.
- Critical districts (high minority visitation) have 10 percent goal of bilingual or summer hire rangers.

#### ***Goals – Ten years***

- Human resources management system is truly functional.
- Increase of Corps efforts in university recruitment programs.
- Corps identified by general public as a land/water management agency.

- Interagency public recruitment and awareness lands as career (e.g., NSPR).
- Implement succession plan.

The working groups also identified the current organizational and policy constraints that may prevent or slow down reaching these goals. These are shown as follows:

#### ***Organizational Constraints***

- Decentralized recruiting.
- Engineering organization (corporate self-perception).
- Cumbersome hiring process ("HR is broken" commonly expressed opinion).
- Inadequate recruiting materials (black and white handouts just don't cut it).

#### ***Policy Constraints***

- Lack of direct hire authority in Districts.
- Hiring/retaining bonus hard to use.
- Institutional inertia/red tape.

#### ***Other Constraints***

- Ranger pay is not competitive with private sector.
- Lack of information about career opportunities.
- Need for "monster.com"- like advertisement of jobs.
- Ambiguity over distinction between laws versus guidelines in recruitment.

To overcome these constraints and reach the desired goals the working group proved the following ideas, concerns, and recommended actions to the workshop participants and to the Corps as a whole for consideration

#### ***Recruitment ideas, concerns, and actions***

- Connect with other Federal agencies (such as the National Park Service) to develop effective minority recruitment plans.
- Get information about careers to high school counselors, college placement officers, and appropriate college and university department about opportunities for employment with the Corps.
- Tailor summer hire announcements with information, link to crediting plan in CPOC.



- Increase ranger pay scale to make it competitive.
- Each Corps District should have a full-time recruiter.
- Train a recruitment team in-house for college visits, job fairs, etc.
- Increase knowledge in recruitment materials of Corps nonmonetary benefits.
- Use the Internet (Corps' new Gateway site at <http://CorpsLakes.usace.army.mil>) to train managers how to do innovative recruitment (e.g., on the spot hires).
- Identify and use information from other agencies for mentoring, newsletters, and youth programs (such as those developed at Rocky Mountain National Park).

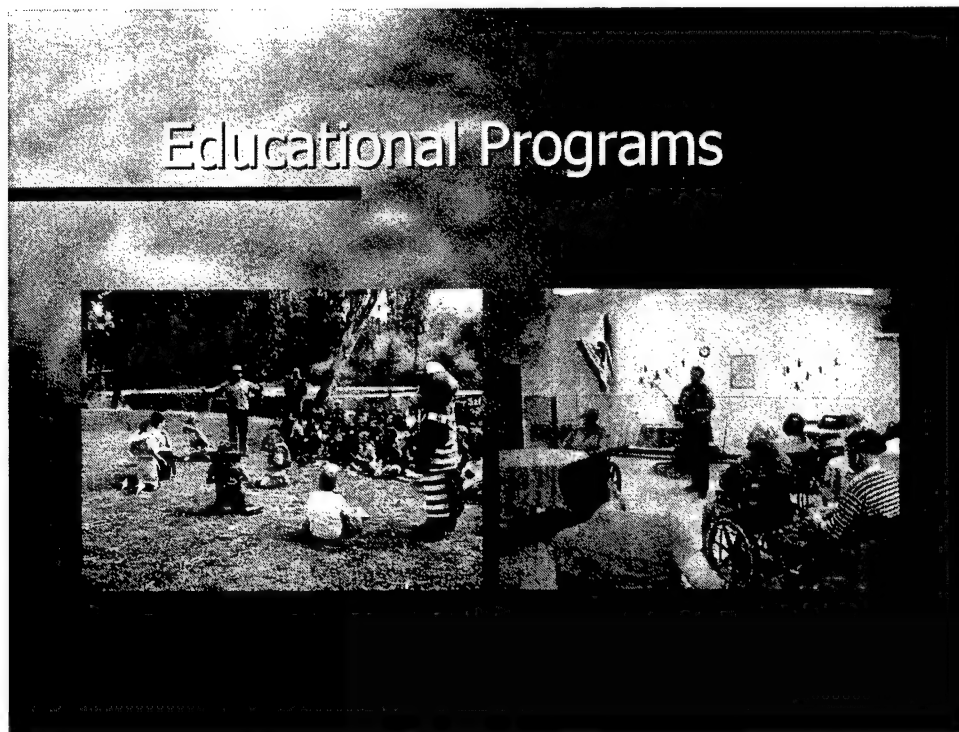


Figure 45. Effective recruitment starts early (slide courtesy of Ranger Phil Smith, Sacramento District)

To conclude, we should note that ERDC researchers Scott Jackson and Kathy Perales have recently developed a minority recruitment CD that addresses many of the concerns of the working group. Images captured from their CD appear in Appendix D. Based on the positive feedback they have received from this grassroots lab effort it is anticipated that much more will be done in this area. As noted on the ERDC "Environmental Careers" CD, young men and women from ethnically diverse backgrounds need to know that within the Corps "You don't need to enlist or be an engineer to work with us...Check it out!"

## 6 Facility and Service Improvements for an Ethnically Diverse America

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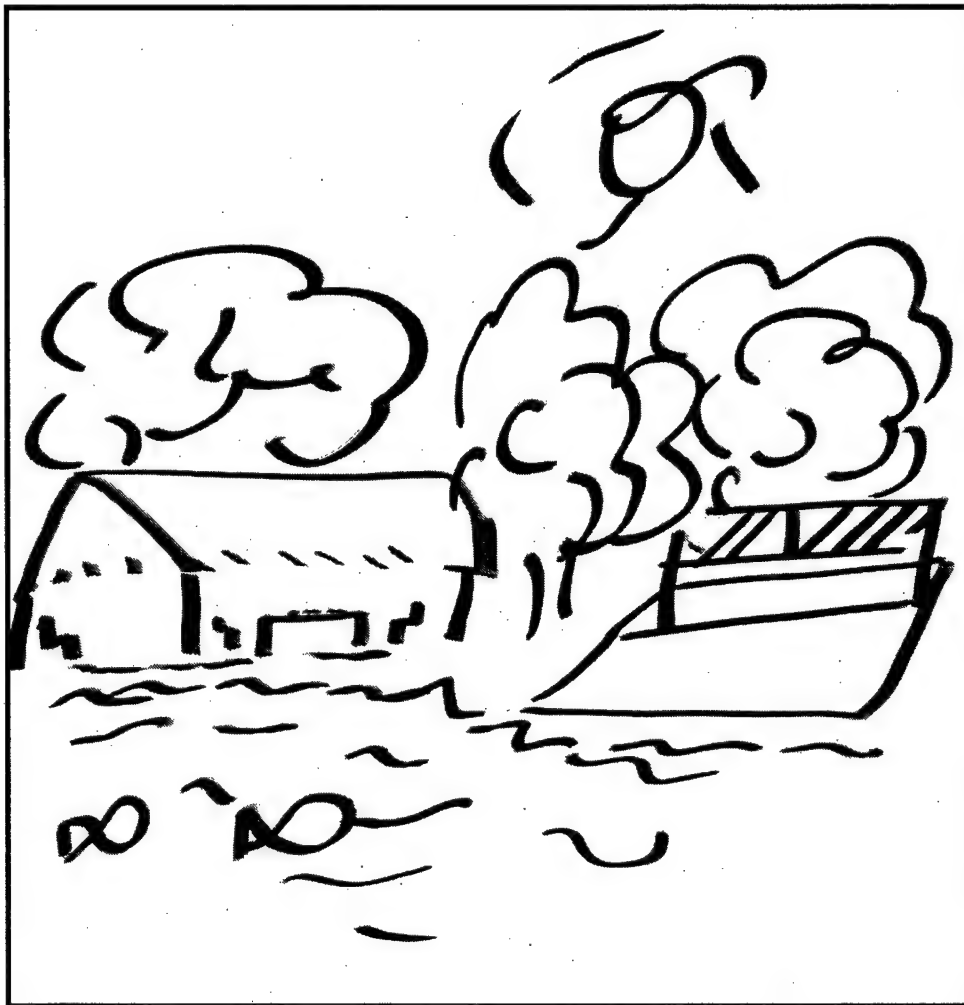


Figure 46. Conceptual drawing of an ideal Corps park by Hispanic teenage girl, Hispanic Focus Group for Tulsa District, St. Francis Xavier Church, Tulsa, OK, August 25, 2001

The drawing on the preceding page shows an “ideal” Corps park according to one Hispanic teenager who attended a Hispanic “end-user” focus group conducted by ERDC for the Tulsa District on August 25, 2001. The large picnic shelter and volleyball court are two of the land-based recreational facilities that strongly appeal to the large Hispanic families that visit Keystone Lake and other Corps facilities on weekends.

Because a number of the Hispanic participants in that Tulsa focus group either could not or just were not comfortable speaking in English, the ERDC researchers utilized a visioning exercise to obtain additional information from all the focus group participants. Starting with a blank sheet of paper entitled “Ideal Lake” each participant was asked to contribute at least one item to a composite drawing of what an ideal park on a Corps lake would look like. Different participants contributed drawings or descriptions of facility and setting features that their ideal park would contain (Figure 47).

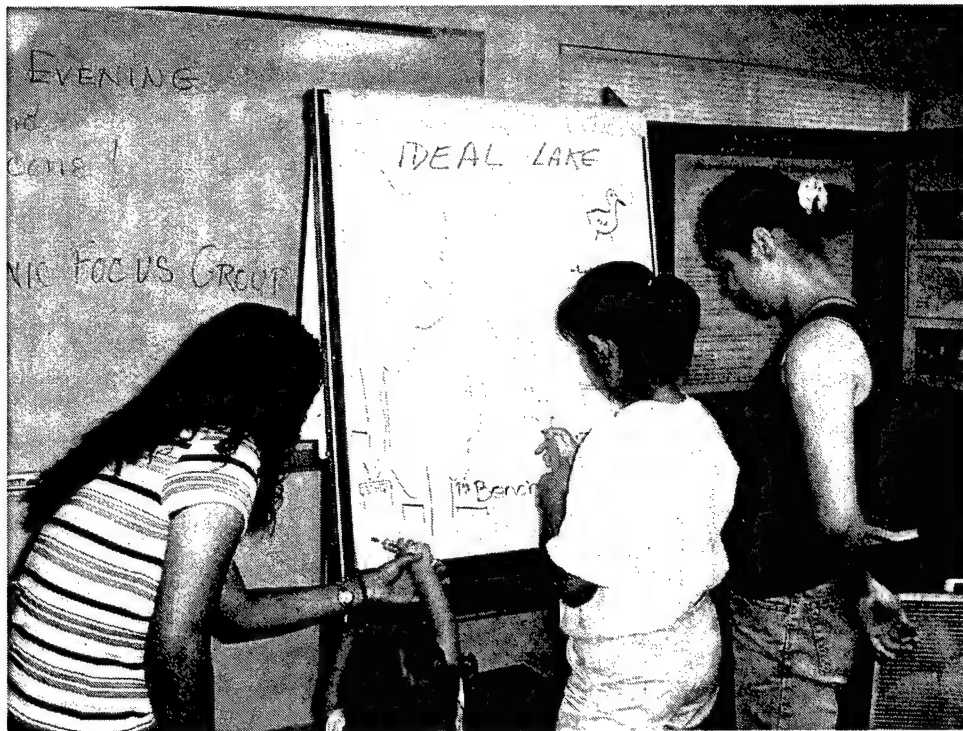


Figure 47. Creation of composite drawing of an ideal Corps park by a Hispanic family

This discussion begins with some undisputed facts about ethnic minority recreational behavior. First, the recreation of low to moderately acculturated groups appears strongly oriented toward day-use even when that day-use is nocturnal day-use (recreation and social activities conducted at night that do not involve camping). The less acculturated the ethnic/cultural group the more strongly oriented toward day-use activities they tend to be. The second fact is that, in general, ethnic minority recreation is strongly oriented towards the land and shoreline, not toward traditional water-based recreational activities (boating, water skiing, sailing, use of personal watercraft, etc.). The third fact is that a

multiethnic customer base is now using Corps parks. Even in areas of the U.S. that could be described as white enclaves, Corps parks are rarely, if ever, used by just one ethnic group, to the exclusion of all others. And the U.S. Census' demographic projections indicate this trend toward ethnic diversity in the U.S. population will only increase over the next 50 years.

Why not simply wait for these many ethnic groups to assimilate? Previous research from the "Ethnic Cultures" work unit has shown that because recreational behavior is culturally expressive of the ethnic group's core value system it changes much more slowly than behavior directly linked to socioeconomic survival. As long as the ethnic group's culture remains more or less intact, their recreational behavior will express, reinforce, and transmit to the next generation their core cultural values. One example of this is the Hispanic emphasis on the large extended family and the need for close interpersonal interaction among family members. Through recreational activities conducted month after month and year after year, the emphasis on family is constantly being reinforced and transmitted to the next generation.

The old concept of ethnic neutrality was to design facilities for America's majority population, white nuclear middle-class nuclear families, and assume (hope) that all other ethnic groups would assimilate (adapt) to this standardized design. This approach is based on a social philosophy of cultural assimilation. The alternative concept is not based on assimilation but rather on the acceptance, even the embracing, of cultural pluralism. The practical question for future recreation research becomes then how best to accommodate these cultural differences in some coherent manner. The challenge before the Corps is to design and operate parks that are not ethnically neutral (based on an erroneous assumption of cultural assimilation) but still appeal to a variety of ethnic groups.

The concept of the ethnically neutral recreation design might be analogous to a plate lunch where everyone gets the same food (e.g., turkey, mashed potatoes, and peas). The approach being developed here is more culturally pluralistic, more like a Swedish smorgasbord where a variety of food options are made available to the diner (fajitas, chow mein, barbecued ribs, and turkey). This conceptualization is the development of day-use recreation complexes that offer a variety of options to a multiethnic customer base. The precise configuration of day-use features would depend upon the precise ethnic make-up of the customer base at a particular project or group of projects in a region.

One way to approach this ethnic diversity challenge is to define a core of recreational design features (and services) that are universally appealing to Hispanic, Asian, African and Euro (white) Americans. Depending on the type of visitation it receives (e.g., percentages of various ethnic groups) an individual Corps project could develop variations on these core design features for its specific customer base. This is the thrust of the "Ethnic Diversity" work unit's proposal to conduct demonstration projects at Corps projects through the careful monitoring of facility and services changes. In the discussion to follow, some practical elements will be described that might constitute the core elements of such a universal design.

## Universal versus Special Recreation Design Features

As noted in the workshop's individual presentations, break-out sessions, and group discussions there seem to be some recreational facilities and services that strongly appeal to all three of the day-use oriented ethnic groups (Hispanic, Asian, and African Americans). These facilities and services include the following:

- Group shelters to provide shade, protection from rain.
- Larger tables (or modular moveable tables) to accommodate large family groups.
- Larger and easier maintained grills and cookers for recreational cooking for large groups.
- Shade trees in picnic sites.
- Playgrounds ("kid zones") near picnic areas.
- Open grassy play areas or sports areas that can accommodate a wide variety of activities (soccer, Frisbee, playing catch, etc.).
- Facilities for communities events (large group shelters, gazebos, amphitheatres).
- Placement of boat ramps and parking lots away from children's playgrounds.
- Placement of large open grassy (or sandy) play areas near swim beaches.
- Better lighting for nocturnal day-use.
- More electrical outlets.
- Use of universal symbols on signage.
- Clean, well maintained rest rooms (possible use of unisex bathrooms).
- Rental opportunities for boats (and bikes).
- Interpretive signs on walking trails and nature trails in Spanish (or predominant lingua franca for Asians, e.g., French for Southeast Asians).
- Concessions in or near the public use area for food, beverages, picnic supplies.
- Mass transportation facilities (bus loading areas) at the most popular areas (e.g., swim beaches at Corps lakes).
- Information available in Spanish and Asian languages relating to proper etiquette at Corps lake (e.g., Title 36, fishing regulations, parking, payment of day-use fees, etc.).
- Onsite water safety education (Red Cross partnering).
- Lifeguards at swimming areas (Red Cross partnering).

- Better fishing access for visitors without boats (piers, barge, etc.).
- Improved security (not surveillance) through frequent ranger patrols; bilingual rangers able to communicate with minority visitors; improved gatehouses at park entrances.

To understand how these types of facilities and services can come together into a coherent whole, a real life example might be useful. To this end the reader is encouraged to review the detailed description of the Comal Park success story in the Texas hill country at Canyon Lake found at two locations on the Corps Gateway Web site: <http://corpslakes.usace.armymil/employees/ramp/gets/comal.pdf> and also at <http://corpslakes.usace.army.mil/employees/ramp/gets/canyonlk.pdf>.

Four major design changes took place at Comal Park including:

- Improved roads, traffic circulation, and parking areas (looping roads were eliminated; parking lot was moved back away from the swim beach).
- Expanded beach and added playground (large open grassy area located to the swim beach, children's playground located next to grassy area and swim beach).
- Upgraded waterborne rest rooms.
- Modern entrance complex and night exit lane.

In addition to these design changes six operational changes were implemented that enhanced the effects of the facility modifications:

- Park was converted to a day-use only park.
- Implementation of a day-use fee program.
- Upgraded service contract standards producing a cleaner park.
- Adopting a "no loitering in parking areas" policy.
- Strong law enforcement and ranger presence the first year.
- Immediate repair of any damaged/vandalized facilities.

These combined changes produced dramatic results. After just one summer of operations, incidents and accident rates in the park plummeted. Citations written dropped to near zero and law enforcement officers in the park made only one arrest during the entire summer. Visitors of all ethnic backgrounds were delighted with the new facilities and the safer family atmosphere. Operational costs were reduced while park revenues more than doubled. Ranger and visitor safety increased since the old rowdy park visitors went elsewhere. Many of the rowdies opted for non-Corps (state of Texas) managed facilities. Those who shifted their activities to other parks (Jacob's Creek) at Canyon Lake were more easily dealt with (see discussion in Dunn 1999b).

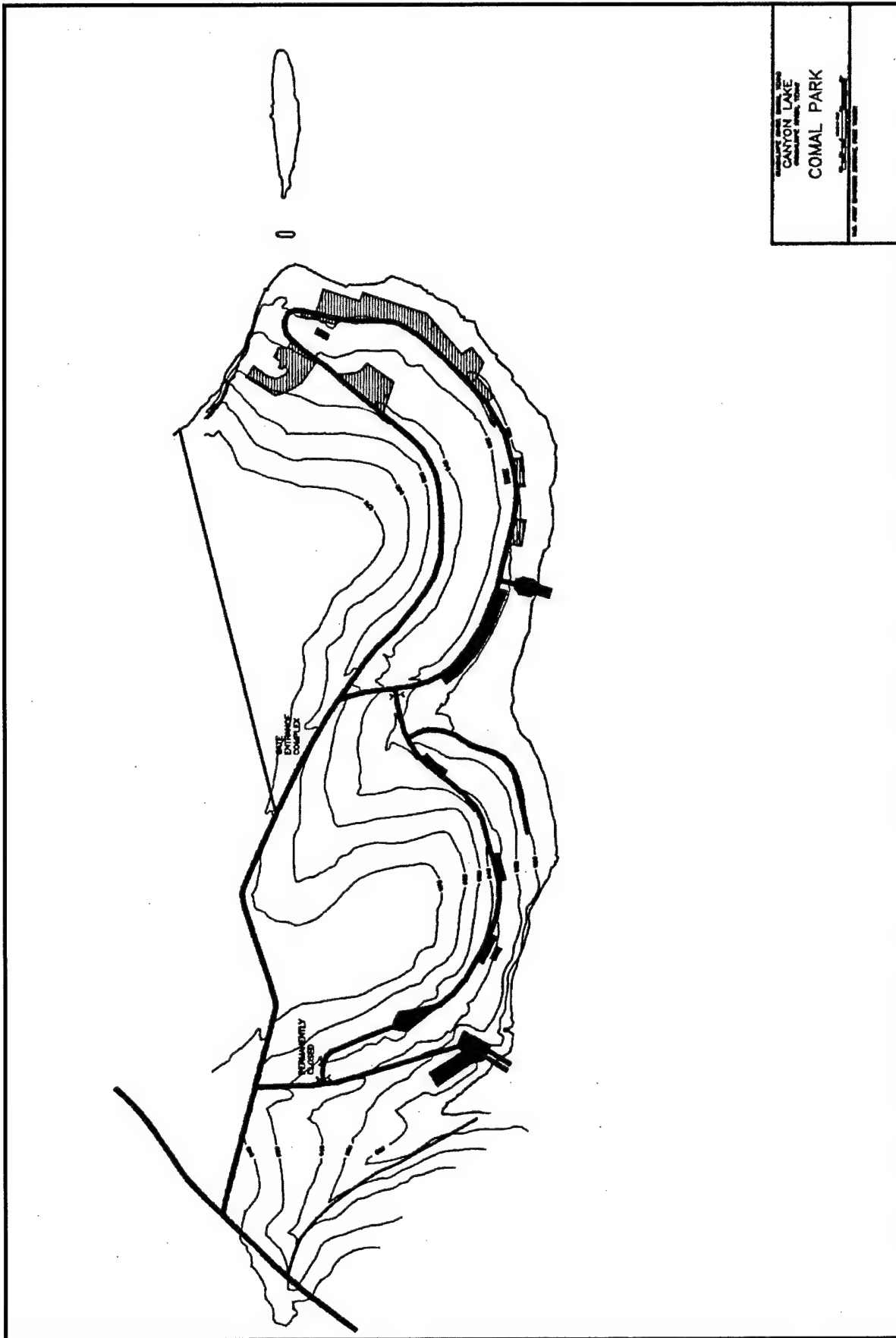


Figure 48. Comal Park – prior to facilities upgrade

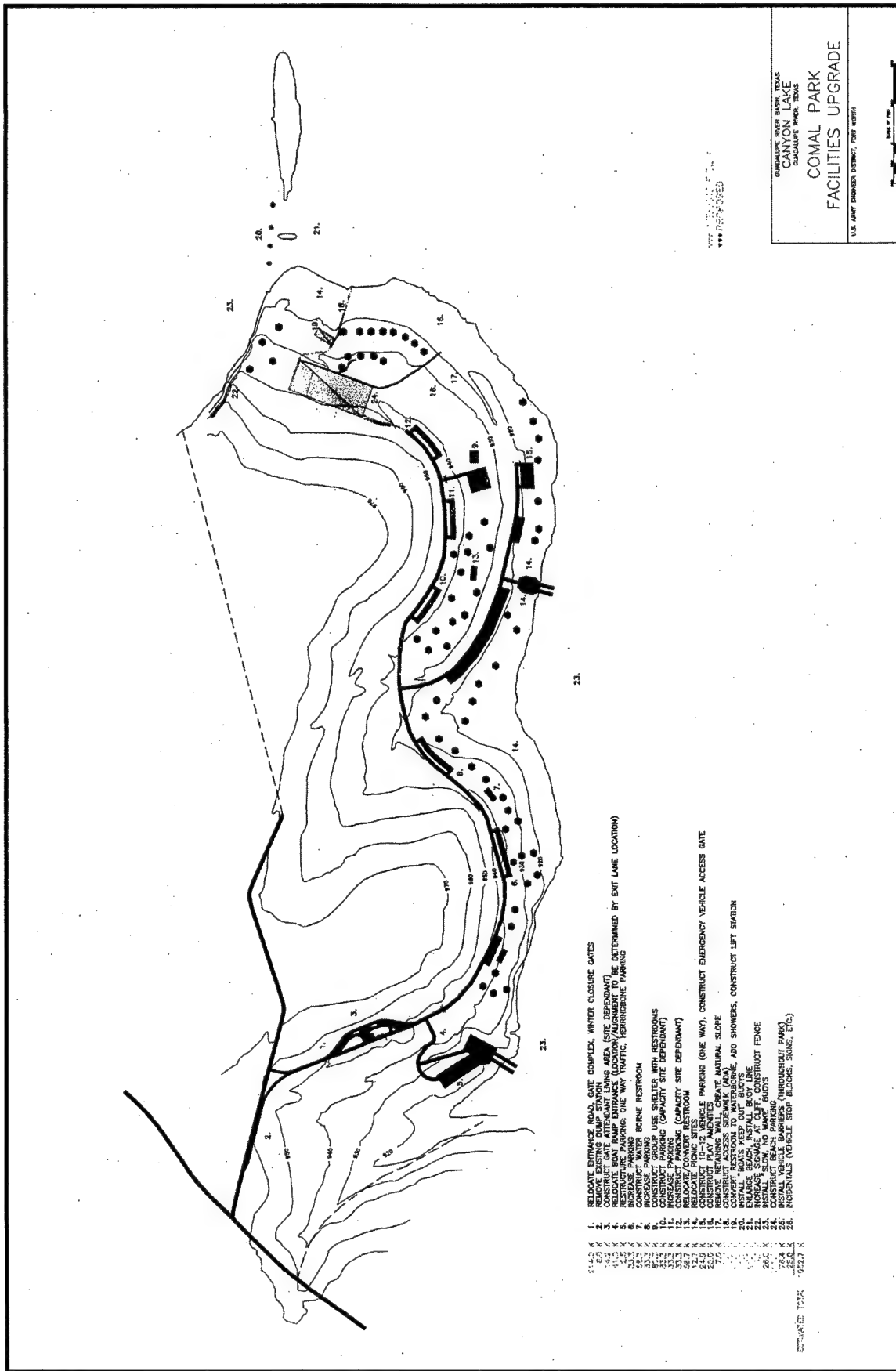


Figure 49. Comal Park – after facilities upgrade



As a result of the Comal Park success, six other parks at Canyon Lake underwent a low cost quick fix to combat problems like overuse, unlimited access due to the lack of entrance gate controls, vandalism and other criminal behaviors. The low cost quick fix implemented some of the measures taken at Comal Park including:

- Increasing the service quality standards for park cleaning.
- Enforcement of carrying capacities in day-use areas.
- Minor upgrades to park rest room facilities.
- Repair of any vandalism/graffiti immediately.
- Construction of gatehouses.
- Conversion of areas to either day-use only or camping only.
- Initiation of a fee program.

The lesson to be learned from the Canyon Lake experience is that when thoughtful design changes are combined with the right combination of services and operational innovations, it is possible to create recreational facilities with a universal appeal that create the sense of belonging, which is critical for success with ethnic minority visitors.

## **Need for Demonstration Projects**

The stated purpose of the “Ethnic Diversity” research effort is to identify ways to build and operate Corps recreational facilities that will work well in the face of increasing ethnic diversity in the Corps customer base. To accomplish this overall objective, the study plan (Dunn 2000) calls for the following:

- A team approach including ERDC researchers, advisory committee members from academia and recreation professionals from the Corps and other agencies, and the RMSP leadership team.
- The semiannual review of progress in accomplishing study tasks.
- An empirical approach to proposed research using demonstration projects throughout the U.S. to test current theories about intraethnic and inter-ethnic recreational behavior.
- The pre- and post- implementation monitoring at the selected demonstration projects; intensive analysis of monitoring results prior to preparation of final recommendations, technical reports, and proposed training course.
- The active pursuit of leveraging opportunities for this research both within and outside the Corps.

The key phrase in this list is “empirical approach.” Six years after the creation of the “Ethnic Cultures” work unit, the time has come to move beyond literature reviews and user surveys. In the next phase of ERDC’s ethnicity research we will work with the RMSP leadership and Corps Districts across the U.S. to develop at least three demonstration projects where the design and service improvements discussed in this report can be implemented and studied through careful pre- and post-modification monitoring

At each demonstration site multiethnic use of the parks is expected, but differences in the representation of minority groups are expected. For example, Hispanics may be the largest minority group in the Southwest while African Americans may be the largest group of users in the Southeast. Asians may equal or even exceed Hispanics at some projects in California and the other Pacific coastal states. If possible, Native American recreation will be included at one or more of the demonstration projects.

ERDC is now actively seeking leveraging opportunities with Corps lakes associated with the Federal Lakes Recreation Pilot Lake Demonstration Program (H.R. 4299 National Recreational Lakes Act) and also with its own Recreation Area Modernization Program (RAMP) (see Figures 50 and 51 taken from the presentation of MG Van Winkle to the Federal Lakes Recreation Leadership Council on 12 December 2000).



Figure 50. Potential ethnic diversity management demonstration projects

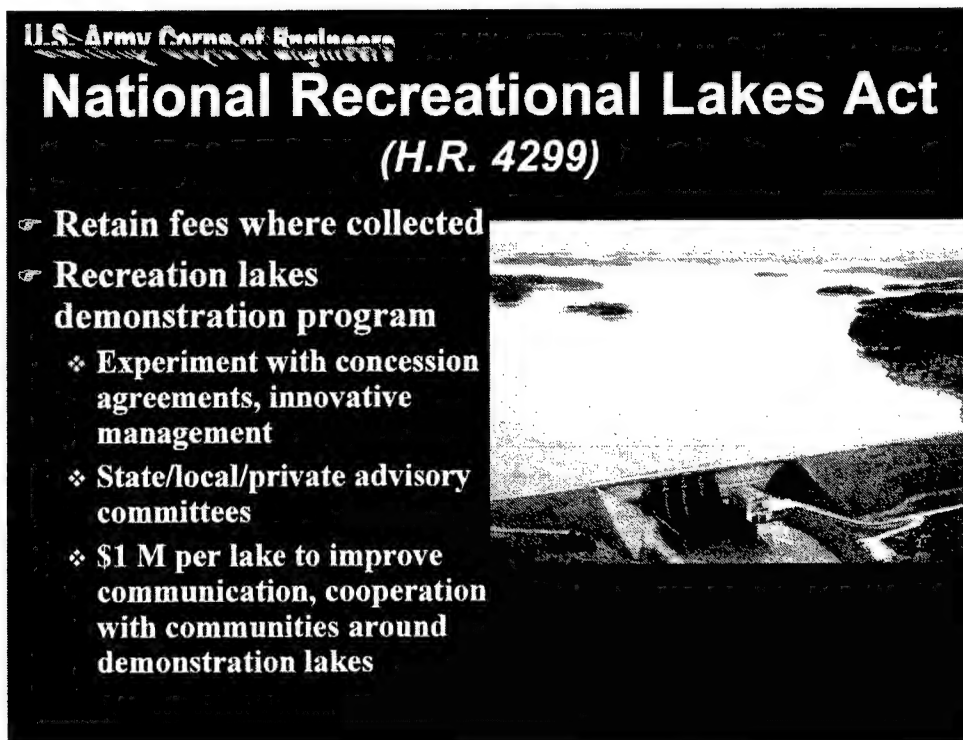


Figure 51. National Recreational Lakes Act provides funding to improve communication and outreach to local communities

## **Conclusions/Directions**

The Corps participants at the Estes Park workshop felt strongly that the Corps of Engineers is now at a turning point in its relationship with its growing number of ethnic minority customers. To implement the many needed changes in community outreach, communication, and recruitment described in this report, the participants recommended that the recreation program leadership at HQUSACE prepare a policy memorandum for the field (460-plus projects) that sets forth a long-range strategy that prioritizes better and more effective community outreach, communication, and recruitment in a clear, forceful, and proactive manner.

Members of the communication break-out session at Estes Park specifically recommended that a Corps task force should be created in response to this policy (vision) statement to address the current communication problems caused by the lack of bilingual regulations and directives, the critical lack of bilingual or multi-language signing, the lack of signing with universal symbols, and overall inadequate communication with ethnic visitors caused by the lack of critical language skills by Corps rangers and staff.

In the area of facility and service improvements, this report has described many recreational features and services that could constitute the first step toward a universal design for Corps day-use facilities in the 21<sup>st</sup> century. We have argued for the creation of day-use complexes at Corps projects that particularly appeal to America's three major ethnic minority groups. We have described

**ERDC's ongoing research on ethnic diversity and Corps recreation participation as well as current plans to conduct demonstration projects at Corps lakes across the country to determine the impact of these facility and services modifications on ethnic minority visitors' behavior and degree of participation.**

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# **Appendix A**

## **Contacted NRPA Affiliated State Associations**

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### **List of Affiliated State Associations By NRPA Staff**

*(To search this document, click CTRL+F.)*

Alabama Recreation and Park Association  
2501 Bay Street  
Montgomery, AL 36107  
Phone: (334) 832-4555, Fax: (334) 832-4556  
Email: pksrea@aol.com

Alaska Recreation and Park Association  
P.O. Box 167  
Seward, AK 999664  
Phone: (907) 224-4057, Fax: (907) 224-4051

Arizona Parks and Recreation Association  
5060 N. 19th Ave., Suite 208  
Phoenix, AZ 85015-3212  
Phone: (602) 335-1962, 800-335-PARK  
Fax: (602) 335-1965

Arkansas Recreation and Park Association  
P.O. Box 1262  
Little Rock, AR 72702  
Phone: (501) 575-5309, Fax: (501) 575-5309

California Assn of Park & Rec Comm & Bd  
c/o CAPR/CBM  
7971 Freeport Blvd.  
Sacramento, CA 95832  
Phone: (916) 665-2777, Fax: (916) 665-9149  
Email: caprcbm@cprs.org



California Park & Recreation Society  
7971 Freeport Boulevard  
Sacramento, CA 95832  
Phone: (916) 665-2777, Fax: (916) 665-9149  
Email: cprs@cprs.org

Colorado Parks and Recreation Association  
P.O. Box 1037  
Wheat Ridge, CO 80034  
Phone: (303) 231-0943, Fax: (303) 237-9750  
Email: winseyb@cpra\_web.org

Connecticut Recreation and Parks Association  
1800 Silas Deane Hwy, Suite 153  
Rocky Hill, CT 06067  
Phone: (860) 721-0384, Fax: same  
Email: eharrison@crpa.com

Delaware Recreation and Park Society  
c/o Brandywine Creek State Park  
P.O. Box 3782  
Greenville, DE 19807  
Phone: (302) 577-7202, Fax: (302) 577-7203

District of Columbia Recreation and Park Society  
3149 16th St., NW  
Washington, DC 20010  
Phone: (202) 673-7665, Fax: (202) 673-2087

Florida Recreation and Park Association  
411 Office Plaza Drive  
Tallahassee, FL 32301-2756  
Phone: (850) 878-3221, Fax: (850) 942-0712

Georgia Recreation and Park Association  
1285 Parker Road  
Conyers, GA 30094  
Phone: (770) 760-1403, Fax: (770) 760-1550  
Email: info@grpa.org

Hawaii Recreation and Park Association  
c/o Dept of Parks and Recreation  
650 South King Street  
Honolulu, HI 96813

Idaho Recreation and Park Association  
Idaho Power  
P.O. Box 70  
Boise, ID 83707  
Phone: (208) 388-2964, Fax: : (208) 388-6902

Illinois Association of Park Districts  
2315 Willemore  
Springfield, IL 62701  
Phone: (217) 523-4554, Fax: (217) 523-4273  
Email: tflickinger@eosine.com

Illinois Park and Recreation Association  
106 N. Schmale Road  
Carol Stream, IL 60188  
Phone: (630) 752-0141, Fax: (630) 752-0193  
Email: wald@il-ipra.org

Indiana Park and Recreation Association  
468 North 150 West  
Franklin, IN 46131  
Phone: (317) 422-5168 Fax: (317) 422-5169

Iowa Park and Recreation Association  
1534 Penrose Street  
Grinnell, IA 50112  
Phone: (515) 236-3917 Fax: (515) 236-6779

Kansas Recreation and Park Association  
700 Jackson, Suite 705  
Topeka, KS 66603  
Phone: (785) 235-6533, Fax: (785) 235-6655

Kentucky Recreation and Park Society  
333 E Main Street  
Wilmore, KY 40390  
Phone: (606) 858-3757, Fax: (606) 8583595  
E-mail: benefits@KRPS-KY.org

Louisiana Recreation and Park Association  
2910 Potomac Drive  
Baton Rouge, LA 70808  
Phone: (225) 927-5134, Fax: (225) 966-9113

Maine Recreation and Park Association  
c/o Topsham Recreation  
22 Elm St.  
Topsham, ME 04086  
Phone: (207) 725-1726, Fax: (207) 725-1732  
Email: topshamrec@clinic.net

Maryland Recreation and Park Association  
2000 Shorefield Road  
Wheaton, MD 20902  
Phone: (301) 942-7203, Fax: (301) 942-7206  
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Cochituate, MA 01778  
Phone: (508) 650-1126, Fax: (508) 650-0786

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Lansing, MI 48912  
Phone: (517) 485-9888, Fax: (517) 485-7932

Minnesota Recreation and Park Association  
3954 Bryant Avenue South  
Minneapolis, MN 55409  
Phone: (612) 825-2200, Fax: (612) 825-1829

Mississippi Recreation and Park Association  
P.O. Box 16451  
Hattiesburg, MS 39404-6451  
Phone: (601) 264-2069, Fax: (601) 264-3337

Missouri Park and Recreation Association  
1203 Missouri Boulevard  
Jefferson City, MO 65109  
Phone: (573) 636-3828, Fax: (573) 635-7988  
Email: mopark.org

Montana Recreation and Park Association  
Montana Fish and Wildlife, Parks Div.  
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Email: ksodevberg@state.mt.us

Nebraska Recreation and Park Association  
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Lincoln, NE 68502  
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Nevada Recreation and Park Society  
c/o City of Reno Parks and Recreation Dept.  
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Reno, NV 89503-5627  
Phone: (775) 334-2262, Fax: (775) 334-2449

New Hampshire Recreation and Park Association  
c/o Lincoln-Woodstock Recreation Dept.  
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Lincoln, NH 03251  
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New Jersey Recreation and Park Association  
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Somerset, NJ 08873  
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Email: njrpa@cnjnet.com

New Mexico Recreation and Park Association  
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Email: KBritt@state.MN.us

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Phone: (435) 657-0617, Fax: : (435) 657-0619  
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Phone: (802) 883-2313, Fax: same number, call first  
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Virginia Recreation and Park Society  
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Mechanicsville, VA 23111  
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# **Appendix B**

## **An Argument for an Ethnicity and Recreation Model**

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**An Argument for an Ethnicity and Recreation Model via Confirmatory  
Factor Analysis and Path Analysis Measures**

**By**

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## An Argument for an Ethnicity and Recreation Model via Confirmatory Factor Analysis and Path Analysis Measures

At the request of academic colleagues and practitioners from the United States Army Corps of Engineers, the researcher put together this synopsis of the Ethnicity and Public Recreation Participation Model (EPRP Model), a product of his dissertation research, for three reasons. First, the researcher wanted to introduce the EPRP Model as an explanatory/causal model that coincides with the Corp's continued research initiative on ethnicity and recreation, specifically as it relates to Latinos (Hispanics). Second, this report offers a non-technical approach to looking at how the model and modeling works. In other words, you don't have to know the statistics behind the model, to understand it. Third, this report mentions theoretical, practical, and managerial implications as a result of the findings from the development of the model, and consequent development of the relationships between different concepts considered in previous studies.

### What this report is not

I wanted to include this section because I believe it is necessary to inform the reader what the report is not. The report is not a literature review. The assumption is that the reader has some knowledge of recreation and ethnic studies. Publications by the researcher and several colleagues illustrate this development and critique of the literature, as well as general reviews (Allison, 1988; Dwyer & Gobster, 1992; Gramman, 1996; Gomez, 1999; Hutchison, 1988; Johnson, Bowker, English & Worthen, 1997), and it is not the purpose of this report.

There have been several variables which have been considered an impact on ethnicity and recreation (see Table 1). The model is not a panacea for ethnicity and recreation. Not all variables (see Table 1) which have been studied are included in the report. For example, there is no mention of gender, life-cycle, distance to the park as constructs in the model. However, these concepts can be incorporated into the model quite easily as mediator variables. The reasons for the exclusion of them and others from the model has to do with the nature of the scale of measurement needed for causal modeling. This is beyond the scope of this report.

Lastly the report does seek to advance how we look at relationships between variables and conceptualize phenomena. It is not meant to be a "course" in path analysis. To truly understand the "nuts and bolts" of confirmatory factor analysis and path analysis, one has to understand structural equation modeling, communalities, matrix algebra, and an inherent understanding of validity and reliability. The researcher was specifically asked to "provide an explanation of the pathway analysis that an intelligent non-statistician could comprehend."

To this end, the researcher has tried to keep the statistical jargon to a minimum. However, the reader must also realize that the nature of the model is statistical, and that the researcher will refer to it when needed. Having said this, an argument for the model itself is needed.

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**Table 1**

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**Concepts/Variables Addressed in the Literature Regarding Ethnicity/Race and Public Recreation Participation**

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Concepts/Variables	Researchers (Year) (Approach to Concept)
Marginality	Klobus-Edwards (1981) Stamps & Stamps (1985) Woodard (1988) (classism) West (1989) Taylor (1992) Floyd, et al. (1994) (subjective)
Race/Ethnicity	Klobus-Edwards (1981) Stamps & Stamps (1985) Hutchison (1987) West (1989) Taylor (1992) (ethnic identification) Carr & Williams (1993) (3 dimensions of ethnicity) Chavez (1993) Floyd, et al. (1993) (ethnic identification) Floyd, et al. (1994) (race)
Sex/Gender	Edwards (1981) Woodard (1989) Taylor (1992)
Residency	Edwards (1981) (black or mixed neighborhoods) West (1989) (spatial regional context) Taylor (1992) (time living in city)
Age	Woodard (1988) Chavez (1993) Floyd, et al. (1993)
Discrimination	Woodard (1988) West (1989) Chavez (1993)

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## An Argument for a Model on Ethnicity and Recreation

Over the past 30 years, the ethnicity and recreation literature has been fragmented due to inconsistencies of measurement, reproduction, and operationalization. A model provides a foundation - a base from which to spring from. Models are meant to synthesize and organize theoretical development of a phenomenon. Few models exist in the recreation and ethnicity literature. And those that do exist fall under three categories, they are: (1) not explicitly mentioned, (2) not explicitly tested, or (3) lack power because concepts/constructs in the models are unidimensional (there is only one item or indicator trying to get at a phenomenon under study).

The most serious of the three is the latter. In psychometrics, the area of social science concerned with building scales, it is common practice to mention more than one item/question at a study to get at a phenomenon. The reasons for this are statistical and logical. From a statistical point of view, the greater the amount of indicators of a concept one wants to study, the greater the power one has for explanation. From a logical point of view consider the following example of verbal ability.

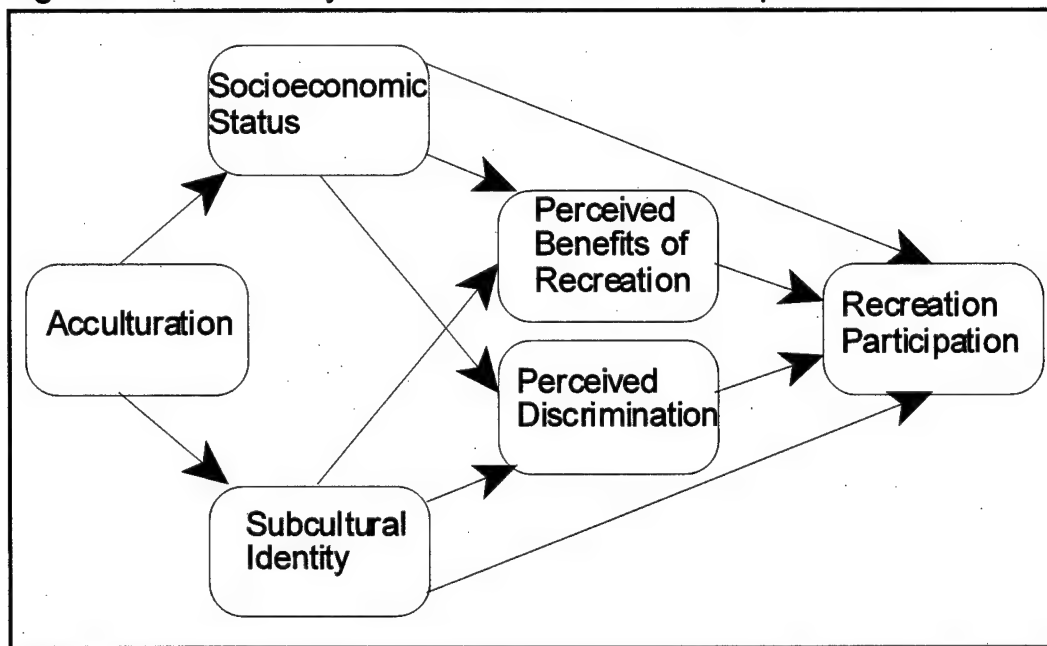
Think about verbal ability. One of the things that one might see on the verbal ability test are some vocabulary words. What does the word hegemony mean? How many people know what hegemony means? It means the extent of power that one nation has. Okay, now where does one find that out? Political science class. So, one could be an English major, never had exposure to this word, but his/her vocabulary is quite extensive. Yet, with this one indicator, they are deemed low in verbal aptitude. This is the basic "gist" behind creating constructs in a model. One needs to have multiple indicator of a construct to validly capture that construct. More complex measures and approaches, then, are needed that can both be modeled and applied to the real world.

The last comment the researcher wants to make is that when one creates a model from theory, it lends itself to better statistical results. Often times, researchers make questions, crunch the numbers, and infer causality from those numbers. With a model/construct approach, you begin with a measurement or causal model first, (discussed more fully later), based on research and theory, and then test to see whether ones thinking is correct. In other words theory, research, or logic should drive the statistics one runs, statistics should not derive the theory.

### The Ethnicity and Public Recreation Participation Model

The researcher sought to create a model which identifies major concepts, and considers how these concepts are (inter)related. Figure 1 illustrates the relationships between the following factors: Acculturation (ACC), Socioeconomic status (SES), Subcultural identity (SID), Benefits of Recreation (BEN), Perceived Discrimination (DIS), and Recreation Participation (REC).

**Figure 1. The Ethnicity and Public Recreation Participation Model**



The Ethnicity and Public Recreation Participation Model (EPRPM) illustrates several of the components reviewed in the literature. The EPRPM is a causal model. It reflects the literature's support of these concepts and how each concept relates to others. It is important to understand the order of causation. Davis (1985) supplies some rules concerning the logic of causal order (for two variables X and Y, distinguish among three possibilities):

- (1)  $X \rightarrow Y$ , X might influence Y but Y does not influence X.
- (2)  $X \rightleftarrows Y$ , X and Y might influence each other.
- (3)  $X \leftrightarrow Y$ , X and Y might correlate highly, but we do not know directionality (p. 10).

There are three important things to remember. First, the directions of the arrows in a causal model indicate "potential" flows of causation, not necessarily actual flows. Second, the most important principle of causal order is that "*after cannot cause before* ... there is no way to change the past ... one way arrows flow with time" (Davis, 1985, p. 11).

The last thing to remember about causality is the following:

... most methodologists agree that causal order is a substantive or empirical problem to be solved by our knowledge about how the real world works, not by statistical gyrations. At the philosophical level this has positive and negative implications. On the negative side, empirical research is always hostage to empirical assumptions that might be wrong; on the positive side, computers cannot substitute for sociologists in analyzing data, because computers do not know anything about the real world and sociologists do know a little bit (Davis, 1985, p. 11).

Given this insight into the development of causal relationships, one can now consider Figure 1 in its entirety.

Acculturation is believed to measure one's level of assimilation into the dominant culture. The causal arrows extend to both socioeconomic status and subcultural identification. The underlying assumption is that acculturation begins when one is born and the level of assimilation changes over time.

Acculturation differs slightly from Floyd, et al.'s (1993) conception. Rather than occurring simultaneously with socioeconomic variables and subcultural identification, it is conceptualized, in the current study, as a precursor to SES and SID.

The stronger one's level of acculturation (cultural distance) the stronger one will identify with a majority culture. Conversely, if one's level of acculturation is weak, then the socioeconomic status will be lower. For example, if one speaks fluent English, the prospect of a better paying job will be increased. This causal relationship reflects acculturation theory.

Following the arrows, one can see a direct relationship between socioeconomic status and recreation participation. This relationship is hypothesized by the literature. It reflects the marginality theory. The arrow from subcultural identity to recreation behavior reflects the ethnicity theory.

Both socioeconomic status and subcultural identity have two intervening constructs which are perceived discrimination and perceived recreation benefits. BEN is used as an intervening variable because it was thought that the perceived benefits of a recreation activity or recreation site will affect actual participation in the activity or at the recreation site. The "perception of recreation benefits" construct incorporates Klobus-Edwards' (1981) suggestion of integrating "motivation for recreation participation" as a precursor to actual participation. The assumption is that motivations or perceived benefits derived from participation in a recreation activity (or going to a recreation site) is based on one's socioeconomic status and cultural perspective.

For example, there are two local parks, and one has a football game and the other has a baseball game. If you ask a Puerto Rican which he/she would prefer to go to, the odds are that he/she would pick the baseball game over the football game because football is not a national sport in Puerto Rico, and baseball is a national sport. Following the causal model, the motivation or benefit (watching baseball) of going to the park (passive recreation) is influenced by one's culture (Puerto Rican).

Conversely, if one had the economic means to attend a professional baseball game (instead of the local baseball game), or considers the attendance at a professional baseball game to give one certain social status, then socioeconomic status would affect the perception of the benefits of visiting a local baseball park. In addition, the model postulates that socioeconomic status will affect one's perception of discrimination.

The assumption here is that as one increases in socioeconomic standing, he/she may perceive less discrimination because of opportunities afforded by one's socioeconomic status. As one's socioeconomic status increases, perceived discrimination decreases. A decrease in perceived discrimination causes an increase in recreation participation.

Perceived discrimination reflects the use of West's (1989) discrimination perspective. It is affected by one's subcultural identity. The stronger one considers

him/herself a member of a subcultural group, he/she will have a stronger perception of discrimination. This then affects recreation behavior because the perception of discrimination may act as a deterrent to participation in recreation activities or sites.

Table 2 summarizes the direct and indirect influences of the different concepts on recreation behavior. The only effect not shown in Table 2 is the relationship between SES and SID. In the literature, there is no support as to which construct influences the other. There is support for showing that there is a relationship, and that this relationship is spurious. *The model illustrates that SES and SID have a common antecedent: ACC, which drives both of them, thereby making SES and SID spuriously related by definition.*

Note that gender and life-cycle stage is not included in the model. This is due to the nature of how constructs in a path analysis are derived (explained later). There is a way to incorporate dichotomous and categorical variables into the model, as mediators between the constructs, but it is beyond the scope of this report.

Table 2

**Direct and Indirect Effects of Ethnicity Constructs on Recreation Participation**

Constructs	Direct Effects	Indirect Effects
ACC	ACC→SES ACC→SID	ACC→SES→REC ACC→SES→BEN→REC ACC→SES→DIS→REC ACC→SID→DIS→REC ACC→SID→BEN→REC ACC→SID→REC
SES	SES→REC	SES→BEN→REC SES→DIS→REC
SID	SID→REC	SID→BEN→REC SID→DIS→REC
BEN	BEN→REC	None
DIS	DIS→REC	None

Conceptually, one can see that there are both direct and indirect effects that influence recreation behavior. The EPRPM exemplifies a multiple causation model. The indirect effects and direct effects combine to provide a more comprehensive picture of the relationships and interrelationships of the different concepts mentioned in the literature regarding ethnicity and recreation behavior.

The EPRPM reconceptualizes the previous research by offering an alternative framework. This framework is much more involved than the traditional marginality-ethnicity framework and incorporates other factors identified as critical in the assessment of ethnic groups and recreation behavior.



### Subjects and Sampling Frame

The EPRP Model was tested in the field. Access to an ethnic group population was needed to empirically test the different theoretical constructs. The ethnic group members selected were Puerto Rican. This ethnic group has not been researched in previous ethnic recreation studies. Because of the relationship between the United States (US) and Puerto Rico, Puerto Ricans provide researchers with an opportunity to look at acculturation processes, perceived discrimination, socioeconomic factors, issues regarding cultural identity, and a unique perspective on their perceptions of parks.

Puerto Ricans are part of the growing Latino population. It was important to consider a Latino group for three reasons. First, from a demographic standpoint, Latinos will be the largest ethnic group in this millennium. Second, previous research regarding ethnicity and recreation has focused primarily on African Americans. Third, the researcher needed to have access to the ethnic group members. Because the researcher is Puerto Rican, and a native of the study area, the researcher had access to the population, and an understanding of the population and its cultural nuances to facilitate participation in the study.

Geographic profile. This study was conducted in Southbridge, Massachusetts. Southbridge is located in Worcester County - south-central Massachusetts (MA), and borders northern Connecticut. The city is hilly, particularly in the northern and southern part of the city. The central part of the city is in a valley. Southbridge is approximately 60 miles west of Boston, MA. All parks are located approximately within one mile of the downtown area.

Demographic profile. According to the 1990 Census, Southbridge's population was 17,816. The median household income for Southbridge residents is \$27, 834. Puerto Ricans constitute the largest ethnic group in Southbridge. Puerto Ricans represent 12% (2,109) of the city's population, and 91% of the city's Hispanic population. Over half of the Puerto Rican population (56%) was born in Puerto Rico. Spanish is spoken in nearly 10% of the entire population, and by about 75% of all Hispanics (United States Census, 1990).

A total of 384 usable surveys were collected. Questionnaire design and collection methods will not be discussed in this report, as it is not relevant to the model. However, distribution and collection is instructive for those doing research with Latino groups, and can be obtained by contacting the researcher.

### An Explanation of the Model: Confirmatory Factor Analysis and Path Analysis

In general, a path analysis is made up of constructs in a causal chain (see Table 2). Each construct is made up of items which are typically the questions you ask the respondent (see Table 3). These items assumed an interval scale, Likert Scale, from 1 to 5, with 1 being "Strongly Disagree" and 5 being "Strongly Agree".

Table 3

Items Used for each Construct

1. Enjoy nature at parks.
2. Parks allow me to escape.
3. Parks allow me to socialize/create contacts.
4. Parks allow me to exercise.
5. Parks allow me to be with family/friends.
6. Parks have a lot of open space.
7. Parks are a place for kids to go.
9. Language for radio/television.
10. Language for magazines/papers.
11. Language for music.
12. Language with close friends.
13. Language at parties.
14. Language when visiting others.
15. Celebrate P.R. holidays.
16. Raise child with P.R. values.
17. Maintain Spanish language.
18. Maintain P.R. values in life.
20. Police harassment.
21. Non-P.R.s make me feel uncomfortable.
22. Excluded because P.R.
23. Look downed upon because of P.R. culture.
25. Prefer to be with P.R.s than with Americans.
26. P.R. culture different from American.
27. Identify with other P.R.s.
28. Prefer to display P.R. flag.
30. West St Field
31. Henry St Park
32. Westville Dam Rec Area
33. Harry J. McMahon Field
35. Occupation Score

<sup>a</sup> - Shaded items used in the final confirmatory factor analysis.

<sup>b</sup> - Shaded items passed tests for internal consistency and parallelism.

Overview of the process. There are two parts to testing the EPRP Model: (1) the confirmatory factor analysis, and (2) the path analysis. I will deal with each in turn. The purpose of this section is to provide the reader with an understanding of general confirmatory factor analysis concepts, and consequent path analysis. It is meant to be a conceptual overview, and as such, the mathematics will not be illustrated, except where needed to illustrate a point. The researcher's primary concern is with measurement. The researcher has an idea of what constructs are to be measured, and this is the basis for the theoretical model. Theory indicates which constructs to measure. The process, then, involves several steps.

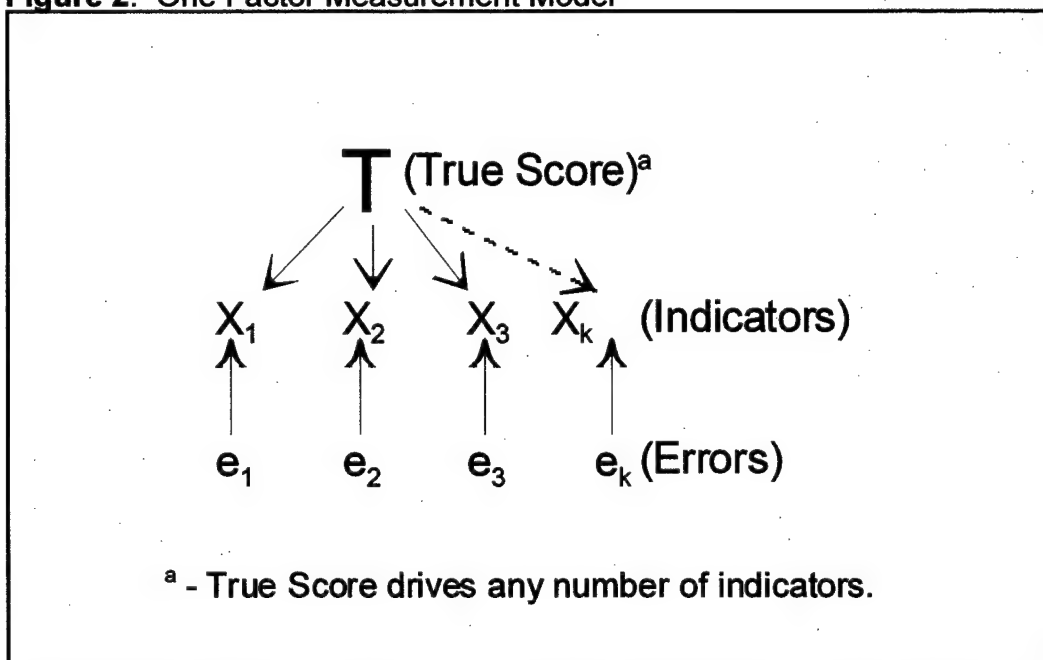
Before subjecting the data to analysis, a multiple factor measurement model was established from the literature (see Figure 1 and Section 3). This is the first step. The indicators used for each of the theoretical constructs in the model were used on the basis of face validity. If the variables/items do not meet face validity then it is unreasonable to expect the constructs to pass tests of internal consistency and parallelism.

The second step is to test the internal consistency for all constructs that have four or more indicators (more on this later). The third step is to test for parallelism for all sets of indicators. In an example of three factors, T, U, and V, one can test the indicators of T with respect to U and V, one can test the indicators of U with respect to T and V, and one can test the indicators of V with respect to T and U (more on this later).

Discard indicators that do not comply with the internal consistency theorem, or the parallelism theorem, or both. Repeat steps two and three again, until a set of indicators that meet these three criteria have been developed. And when the set of indicators pass those tests, then and only then does it make sense to test the theoretical model in a path analysis. Implicit in these steps is an understanding of the measurement model (from the literature or experience) underlying the confirmatory factor analysis.

The measurement model. In Figure 2, the underlying construct is called True Score, usually abbreviated T. The word "True" in True Score is used in the sense that it is a faithful representation of a construct. This is often referred to as a latent or unmeasured variable (Loehlin, 1987). The measurement model states that True Score drives various indicators (which are the X's) and each one of those indicators is an imperfect indicator, that is, there is some error associated with it. This model assumes a linear scaling model.

**Figure 2. One Factor Measurement Model**



If  $X_1$  were a perfect indicator, the correlation between True Score and  $X_1$  would be 1.0. The extent to which this correlation (between item and True Score) is not 1.0, there is error. This is known as error of measurement. It is random response error. Random response error is some sort of non-systematic perturbation that affects the response. It keeps the correlation between item and True Score from being 1.0 (Frank J. Boster, personal communication, March 2, 1999).

According to the classical theory of errors, if the (scaling) measurement model is correct, any observed score (any  $X$ ) has two components: it is affected by True Score and it is affected by error ( $x = T + e$ ). For example, there are two reasons for a respondent to check "agree" on an acculturation item. One is his/her level of acculturation. The second is how much measurement error there is associated with that item. These two things determine where the check mark went on that item.

The error is defined by whatever is not defined by True Score. The relationship between the indicator and True Score have a name. They are called factor loadings or parameters. The first step in a CFA is to estimate the parameters.

#### Estimating Parameters in a Measurement Model: The Centroid Method.

Program CFA was the software program used for the CFA portion of this study. Program CFA was initially developed by John E. Hunter at Michigan State University's Department of Psychology (April 20, 1985), and was revised by Hunter and Mark A. Hamilton of the Department of Communication at the University of Connecticut (May 11, 1992). Program CFA is a least squares, oblique multiple groups program that performs confirmatory factor analysis. It uses the Centroid Method to estimate the parameters (factor loadings) for the measurement model. Factors are defined using communalities so that the factors are the actual constructs; i.e. **defined without error of measurement.**

Hunter's Program CFA iterates three times using the Centroid Method. The factor solution stabilizes using communalities (item reliabilities) in the correlation matrix

diagonal instead of ones in the diagonal. **The use of communalities in the diagonal corrects for attenuated correlations due to measurement error by not assuming perfect reliability** (i.e., an item correlating with itself perfectly) (Hunter & Gerbing, 1982). From a statistical point of view this is the POWER behind using the CFA approach to modeling. In other words, one does NOT want to assume perfect reliability because one does not have perfect items.

Internal Consistency Theorem. The internal consistency theorem is employed to test the validity of the model. The internal consistency theorem states that the correlation between any two indicators of the same underlying True Score is the product of the correlations with True Score:

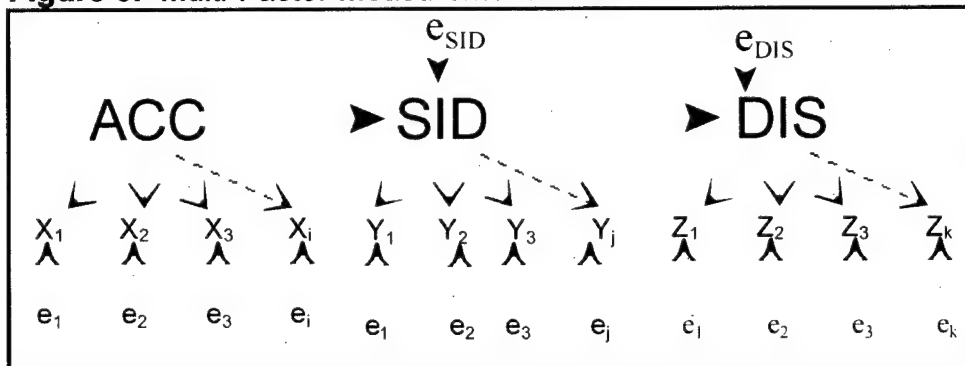
$$r_{ij} = r_{iT} r_{jT} \quad (1)$$

The relationships that one observes in the model are all spurious because they are driven by their common cause: T. This model, a partial correlation model, predicts the correlation between the two variables that are related spuriously ( $X_1$  &  $X_2$ ) as the product of their correlations with their cause. So, the  $X_1/X_2$  correlation should be, if the model is correct, equal to  $r_{X_1T} \cdot r_{X_2T}$ .

Another way of saying this is that any two items ( $x_{ij}$ ) should be correlated so that the correlation is equal to the product of the factor loadings. If the theorem fails, it suggests that "i" and "j" are not indicators of the same underlying factor, and to sum them would be a case of invalid measurement. Summation of the indicators can only occur if in fact this theorem held.

Multi-factor Model. Figure 3 illustrates a causal string with three constructs: ACC, SID, and DIS. There are three measurement models, one for each construct. There is error in predicting SID and error in predicting DIS. For ACC, the indicators/items are the x's (see Table 3), and the errors associated with those indicators. For SID, the indicators are y's, and the errors associated with those indicators. For DIS, the indicators are z's and their errors.

**Figure 3. Multi-Factor Measurement Model**



The multi-factor model is an extension of the one factor model. In the multi-factor model case, there are more than one factor, and it is necessary to test the internal consistency theorem for each of the constructs (ACC, SID, DIS). But the multi-factor

model also makes predictions about the indicators of the different factors. This prediction is derived from the parallelism theory.

**Parallelism Theorem.** The parallelism theorem states that the correlation between ultimate indicators of different factors (e.g., X's are indicators of T, and Y's are indicators of U) would be the triple product of the correlation of X with its True Score T (its factor loading) and Y with its True Score U (its factor loading) times the correlation between the two true scores:

$$r_{xy} = r_{xACC} r_{ySID} r_{ACC/SID} \quad (2)$$

In a multi-factor model, a parallelism test is conducted for each pair of factors. That is to say, one can test the indicators of one factor and test if they are parallel with respect to indicators of another factor. If the items are parallel, this is further indication that the items measures their respective construct, and not any other construct. Another name for parallelism is external consistency.

**By testing parallelism, a more rigorous test of the content validity of ones measures is achieved. The test of parallelism is a more stringent test than internal consistency. It is important to impress upon the reader that a lot of the invalidity of an item does not show up until the parallelism test. This test is often never performed, or never reported in studies. If an item correlates higher with another factor than its own, then regardless of whether it is internally consistent, it is an invalid indicator because it correlates higher on another construct.**

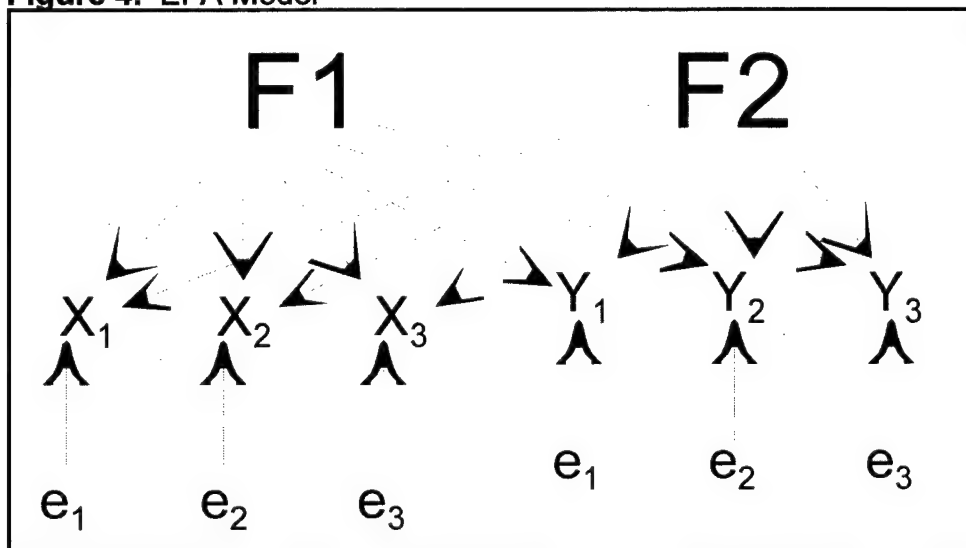
**It is critical that the indicators are ultimate measures of the same factor/construct because if they are not, they should not be summed and correlated. If items pass both the internal consistency and parallelism tests, then it makes sense to sum the items. The factor/construct consisting of the summed items is correlated with the other constructs (factor correlation matrix). These are the correlations (corrected for attenuation) used in the path analysis.**

**Confirmatory Versus Exploratory Factor Analysis.** It is important to digress a little to inform the reader about a distinction between a CFA and an exploratory factor analysis (EFA). CFA begins with a measurement model. It states that certain indicators, and only certain indicators, are indicators of a specific factor, and the other indicators are indicators of another specific factor. In an EFA model, every indicator is driven by every factor (see Figure 4). Fundamentally, this is a major difference concerning how a factor is defined. Conceptually, in terms of partial correlations, in the CFA model, the correlation between  $x_1$  and  $x_2$ , controlling for ACC, should equal 0 (because it's driven by a common cause). In a CFA, the  $y_1/y_2$  correlation would also be zero when controlling for SID, and so on. But when  $x$  and  $y$  are correlated, the correlation will not be zero. A CFA is reflective of Tyson and Bailey's (1970) clustering approach to non-orthogonal solutions.

In an EFA, the correlation between  $x$ 's and  $y$ 's will be zero. With EFA, you correlate any  $x$  with any  $y$  and control for all factors ( $F_1, F_2, F_3 \dots F_k$ ). The partial correlation between the items, controlling for all the factors is zero. It is necessary to

control for all factors in an EFA. If, for example, there were six indicators and two factors, the math would imply the model presented in Figure 4. Each factor is a linear combination of all the indicators, not just those that are said to be indicators of that factor.

**Figure 4. EFA Model**



In CFA, a factor was defined as true score. True score (an estimate) is defined as the sum of all its indicators that were valid measures of it. Theory guides the analysis. But, in an EFA, factors are summary variables. **These summary variables are created in a non-theoretical fashion. There is no measurement model with which to start.** Statistically speaking, these variables, in fact, are created to summarize all of the information in the correlation matrix. CFA starts with a model that makes substantive sense, and tests the notion that each set of indicators is driven by only one factor. Kline (1994) suggests that “many psychologists believe that confirmatory factor analysis is in principle a superior method to exploratory factor analysis because it tests hypotheses, which is fundamental to the scientific method” (p. 80). Unfortunately, researchers in leisure research use the EFA approach, i.e., come up with items, run them in an EFA, and then label the factors according to high factor loadings. Again, the theoretical model does not drive the analysis.

### Path Analysis Concepts

The hard work is completed. In the path analysis, the constructs are now considered (composite) variables in the EPRP Model. Program Path is the software program which was used to perform the statistics for the path analysis. It was initially developed by Hunter (May 3, 1984) and revised by Hunter and Hamilton (August 17, 1997). The main input for Program Path is the correlation matrix (taken from Program CFA) and the specification of the path model. From this, Program Path’s main output is the path analysis itself which gives the original correlation matrix, the reproduced correlation matrix, the error matrix and the chi square and p-value.



Path analysis is based on a set of structural equations. The precise mathematics behind path analysis will not be discussed here. For a more comprehensive explanation of the mathematics behind causal models, see Duncan (1975), Heise (1975), Kenny (1979), Kline (1998), and Loehlin (1987). It is important, however, to have a basic understanding of the concepts involved with path analysis in order to understand this section and the interpretation of the Program Path output.

Path models use standardized data. Therefore, the path coefficients are equivalent to regression coefficients. The path model is a null hypothesis. What one is testing is that the data are consistent with the model, i.e., the errors associated with the model are equal to zero.

Over-identification status. In order to evaluate the model, one has to estimate the parameters (path coefficients) and assess the fit of the model. To estimate the parameters, the model must be over-identified. The identification status of the model refers to the amount of information that one has in the data set relative to the amount of information one has to estimate the parameters. A model is over-identified when the number of correlations exceed the number of parameters one has to estimate. Simply put, subtract the number of paths in the model from the number of total possible correlations and that is the identification status.

Total number of possible correlations between variables is derived by using the following formula:

$$\frac{k^2 - k}{2} \quad (3)$$

Where "k" is equal to the number of variables in the model. In the case of the proposed EPRP Model, there are six variables. Using the formula, there are 15 correlations to estimate.

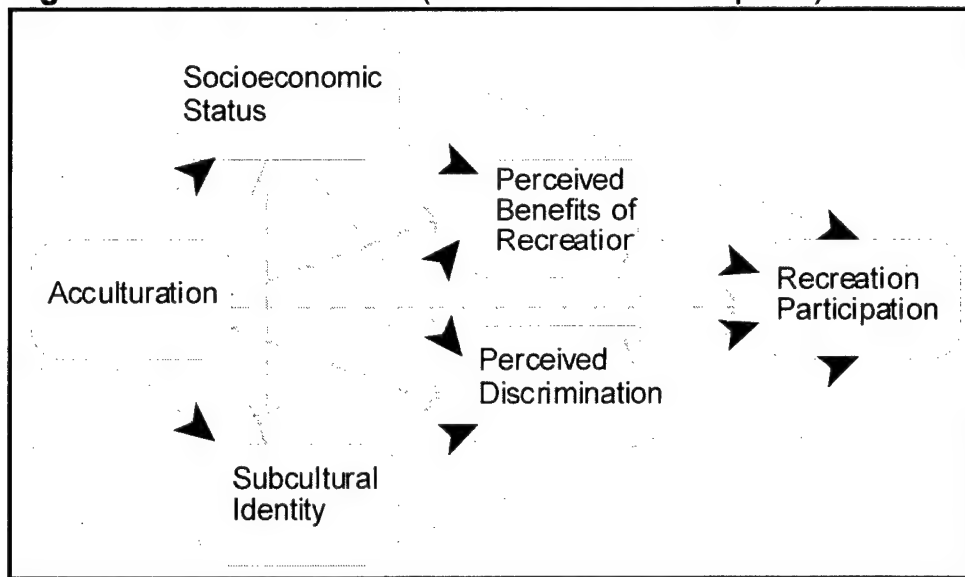
Next, one looks at the number of arrows (paths) in the model. There are 10 paths. The number of paths is the number of correlations that are constrained (used up in estimating the path coefficients) to equal their obtained value by definition. Where ever there is a direct effect postulated, that correlation is used for estimating the parameters.

The remaining five correlations ( $r_{ACC/BEN}$ ,  $r_{ACC/DIS}$ ,  $r_{ACC/REC}$ ,  $r_{SID/SES}$ , and  $r_{BEN/DIS}$ ) are not used up in estimating the parameters (see Figure 5). Their predicted value is NOT constrained to equal their obtained value. These five parameters are what one has to estimate. These are the correlations that are to be tested to assess the fit of the model, i.e., it leaves five degrees of freedom which can be used to test the fit of the model. If the model fits, the observed minus the predicted value (errors) should be equal to zero.

Visualizing the correlation matrix. As one adds variables to a causal string, the correlation between the first variable in the causal string and the last variable will get progressively smaller as a result of the product rule. The relevance of this is that if one orders the variables in the correlation matrix according to their causal order, the correlations should decrease as they leave the diagonal of the matrix. This is a diagnostic tool for assessing errors and evaluating the logic of the model and its resultant fit.



**Figure 5. The EPRP Model (with non-constrained paths)**



**Local versus global test.** The five non-constrained correlations are the basis for local tests of the model. Program Path calls the local tests the individual link analysis. This is the test that examines whether the errors for each non-constrained link is within sampling error of zero. The error obtained for each local test, divided by the standard error of the difference is distributed as a z-value. One then uses the z test to examine the hypothesis that the errors are within sampling error of zero.

If the z-value is less than -1.96, or greater than 1.96, then it is a large error at the .05 level. It is statistically significant at .05 (it should not be statistically significant, i.e., not statistically different from zero). If z is not as low as -1.96 or higher than 1.96, then the error is not statistically different from .05. This is the z test and it is performed for each of the five links, giving us five different standard errors. Program Path computes each of these standard errors.

The global test is the test of the model as a whole. The global test is distributed as a chi square. Chi square by definition is the distribution that is the sum of squared normal deviates. In this case, there are five normal deviates (five z-values). Program Path squares each of the five z-values and adds them up, yielding a chi square with five degrees of freedom. The chi square should not be statistically significant, if the model is to fit.

The importance of the local and global tests is that, if the model does not fit the data, the tests allow one to see where the model failed. The model as a whole could work because the chi square is a summed value, but perhaps one or more of the links are faulty. It is possible to have no errors on four of the links and have a huge error on one link. The global test would not pick this up<sup>1</sup>.

<sup>1</sup> This is the advantage of Program Path over LISREL. LISREL does not give the local tests, it only gives the global test. It also does not give a significance test using corrected coefficients. Using uncorrected correlations, the model fails every time (Frank J. Boster, personal communication, February 9, 1999). LISREL uses maximum likelihood estimation, while Program Path uses ordinary least squares. Although maximum likelihood is a more efficient estimate, it spreads the error across the correlation matrix. As a result, one can never figure out where one went wrong. Ordinary least squares localizes the error. It is important to look at both the local and global tests to see where the model could be improved. The most important step is to diagnose the errors. The significance test is a simple decision rule, but the errors are what really matter.

Correlations and path coefficients. The final concept that one should understand for path analysis is the difference between a correlation and a path coefficient. The correlations between constructs include direct, indirect and spurious relationships. The path coefficient, however, is the measure of direct effects only. The path coefficients control for indirect and spurious effects.

### The Final Revised Model

Substantively speaking, there is not much difference between the proposed EPRP Model (Figure 1) and the final revised EPRP Model (Figure 6). They both hypothesize a similar array of relationships. The major difference is that in the initial EPRP Model, some relationships which were considered direct, were in fact indirect or spurious, and some relationships which were conceived as indirect were in fact direct. Figure 6 illustrates the revised version of the EPRP Model as a result of the initial path analysis. The major differences between the initially proposed model and the revised model are from three variables: ACC, SES, and SID.

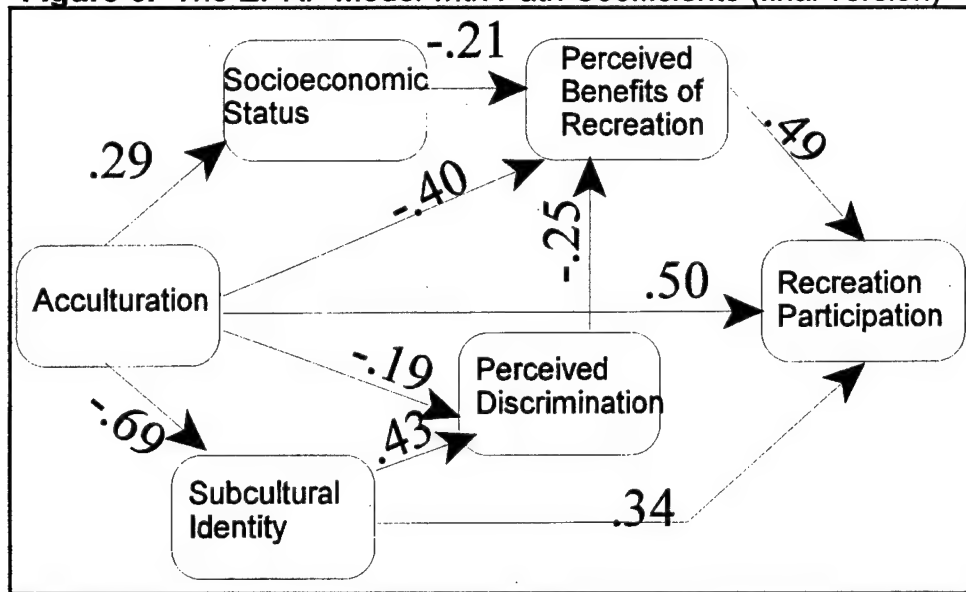
In the revised model, ACC has a direct effect on both BEN, DIS, and REC. This relationship was indirect and spurious in the original model. In addition, the causal arrows between SID/BEN and between SES/BEN were omitted. The revised model hypothesizes an indirect relationship between SES and REC, rather than direct, as originally hypothesized. Lastly, the revised model introduces a new relationship between DIS and BEN. They are hypothesized to be directly and spuriously related.

The final revised model hypothesizes acculturation to be the direct antecedent, or driving force, behind the other constructs which are hypothesized in the literature as having an effect on recreation participation by ethnic group members. The extent to which one is acculturated has an impact on one's socioeconomic standing, subcultural identity, perception of discrimination, and one's perception of the benefits of parks, and actual recreation participation in the parks. The implications of this will be discussed later. This revised model must also be subjected to a path analysis to see if it is consistent with the data.

Interpretation of the Model. Figure 6 also represents the path coefficients in the model. The reader should keep in mind that in a standardized linear one-predictor case, the parameter estimate or path coefficient (beta weight) is the correlation. The indirect and spurious paths, however, also have to be taken into account when assessing the full impact that one construct can have on another. As an example, the direct relationship between ACC and DIS is  $-.19$ . However, DIS has an indirect relationship between ACC via SID of  $(-.69 \times .43) = -.29$ . The total effect of ACC on DIS is  $(-.19 + -.29) = -.48$ .

This process (statistical procedure) of path analysis can be considered as a series of regressions in which each variable in the model is considered in turn as a dependent variable to be predicted from its causal antecedent variables. The path coefficients are equal to standardized regression coefficients (beta weights). Therefore, the relative influence one variable (construct) has over another variable in the model can be compared. Having mentioned that, the hypotheses can be examined.

**Figure 6. The EPRP Model with Path Coefficients (final version)**



### Examination of Hypotheses

#### Hypotheses

1. Subcultural identity [SID] and socioeconomic status [SES] are significant predictors of public recreation participation [REC]. Subcultural identity will be a stronger predictor of park use than socioeconomic status.
2. There is a significant relationship between perceived discrimination [DIS] and public recreation participation, and perceived benefits of recreation [BEN] and public recreation participation.
3. There is a significant relationship between the subcultural identity factor [SID] and socioeconomic status [SES].
4. There is a significant negative relationship between acculturation [ACC] and subcultural identity. There is a significant positive relationship between acculturation and socioeconomic status.
5. There is a positive relationship between subcultural identity and perceived discrimination.
6. There is a negative relationship between perceived discrimination [DIS] and public recreation participation [REC].
7. The path model hypothesis:  
 H<sub>0</sub>: the data are consistent with the model (Error = 0).  
 H<sub>1</sub>: the data are inconsistent with the model (Error ≠ 0).

Subcultural identity and socioeconomic status on public recreation usage. SID and SES are significant predictors of park use (REC). Subcultural identity was hypothesized as a stronger predictor of park use than socioeconomic status. Looking at Figure 6, one can see that the correlation for SES/REC via BEN is  $(-.21 * .49) = -.10$ , and the correlation for SID/REC is the correlation via DIS and BEN and the direct relationship between SID and REC:  $[(.43 * -.25 * .49) + (.34)] = -.29$ . The hypotheses are supported. Subcultural identity and socioeconomic status are significant predictors, and subcultural identity is the stronger predictor.

Perceived discrimination and perceived benefits on park use. There is a significant relationship between perceived discrimination and park use, and perceived benefits of parks and park use. The relationship is not as originally hypothesized in terms of its causality, but nonetheless the relationships between DIS and park use, and BEN and park use are significant. As Figure 6 indicates, BEN is a significant cause of park use with a .49 effect. Perceived discrimination has a lesser  $(-.12)$ , but still significant effect on recreation participation. There is a negative relationship between the perceived discrimination and park use, and a positive relationship between perceived benefits and park use. These correlations support the hypotheses that the relationship between perceived discrimination and park use is negative, and the correlation between perceived benefits and park use is positive.

Subcultural identity and socioeconomic status relationship. There is a significant relationship between the subcultural identity factor and socioeconomic status. The path model would support this hypothesis. The correlation between SID and SES is  $(-.69 * .29) = -.20$ . This finding offers support for the marginality and ethnicity theories. According to this model, they are spuriously related. From a substantive view, the relevance of this is that, in previous studies, they were often viewed as separate or dissimilar to warrant different studies or approaches. There is a strong relationship between the two, especially given the antecedent of acculturation as hypothesized by the researcher.

Acculturation/subcultural identity and acculturation/socioeconomic status. There is a significant negative relationship between ACC and SID, and there is a significant positive relationship between ACC and SES. The model clearly presents the highest direct (and negative) correlation between ACC and SID as  $-.69$ . ACC also has a strong positive relationship  $(.29)$  with SES. These hypotheses are supported and acculturation has a significant impact on socioeconomic status and subcultural identity.

Subcultural identity and perceived discrimination. There is a positive relationship between subcultural identity and perceived discrimination. The path model reveals a .43 correlation between SID and DIS. The hypothesis that subcultural identity positively influences perceived discrimination is supported.

### Summary of Findings

This summary is organized in a fashion consistent with path analysis, whereby one discusses the individual links, and then provides an overall assessment. The researcher first discusses the individual constructs and the relationships among those constructs. This provides a comparison to results of other studies. After the constructs are discussed, the researcher provides a summary of the overall model, and discusses how to de-construct the model to compare it to other studies.

Acculturation, perceived benefits, and perceived discrimination. Acculturation, as conceived in the model, reflects a preference by Puerto Ricans to maintain the use of Spanish as the primary mode of communication. The assumption is that this indicates a preference to maintain the heterogeneity of a Puerto Rican subculture within the U.S. supra culture. As such, it indicates the extent to which a Puerto Rican, as a member of an ethnic group, is assimilated into the mainstream. The indicators were similar to those used in Floyd, et al.'s (1993) study.

The current study supported Floyd, et al.'s idea that acculturation (cultural distance) plays a critical role in the relationship between one's subcultural identity (intergroup distance) and socioeconomic status (socioeconomic distance). Although the concepts were operationalized differently, they nonetheless held true. Acculturation was found to be an important causal antecedent to several variables in the EPRP Model.

A major finding regarding acculturation was the strong direct effect on perception of park benefits (-.40) and perceived discrimination (-.19). Perceived discrimination was found to negatively affect public recreation, as expected. However, the direct relationship was not as robust as the other direct relationships. The path analysis revealed the relationship to be indirect.

Perceived benefits of the recreation environment have not been explicitly looked at in previous studies. Often times, it is assumed that there are perceptions of parks, but those perceptions are often not measured because it is a "given." The model illustrates the importance of measuring perceived benefits because it is a mediating variable between three different causal processes. The negative relationship between acculturation and perceived discrimination supports a marriage between West's (1989) discrimination theory and Floyd, et al.'s (1993) acculturation theory.

The measurement of values was initially incorporated in this study as suggested by Washburne (1978) and Hutchison (1987). It differed from Hutchison, in that Hutchison conceived of ethnicity/race as an antecedent to values, whereas, this study argues the opposite. Cortes, et al. (1994) specifically argued for language and value items in the formation of a unidimensional acculturation scale. This study did not support that argument. The value and language items, some of which were taken from Cortes, et al.'s study, did not pass the internal consistency test for unidimensionality. As such, items measuring values were left out of the analysis and not incorporated into the acculturation construct.

Socioeconomic status and subcultural identity. These two constructs reflect the marginality and ethnicity theories, respectively. The inclusion of both constructs is consistent with the recent literature's embracement of both theories. Washburne (1978) mentioned that reasons for underparticipation were not simply due to SES, and forecasted declining utility for SES. While this study supports the notion that participation is not due solely to SES, the study does not support declining utility for SES.

This study supported the idea of an interaction effect between SES and SID, initially considered by Hutchison (1987). According to the model, the relationship between SES and SID is spurious. As hypothesized, and in support of Stamps and Stamps (1985) and Washburne, ethnicity was found to be a more important predictor

than marginality. In addition, it was found that both SES and SID's effect on using public parks was minimal compared to the effect of other factors in the model.

SID was operationalized a little differently than in Taylor's (1992) study. She looked at ethnic expression of leisure activities and inferred SID from this. This study took a more subjective and direct approach and solicited information reflecting ethnic expression (see Table 3).

The SID measure was also more robust than West's (1989) measure of subculture, and was similar to Floyd, et al.'s (1993) conception. West found no support for the relationship between subcultural identity and recreation in his study. This study did find support for the relationship, albeit a spurious one.

Socioeconomic status was measured using an adopted version of the Hollingshead Two-Factor Index of education and occupation which was used in Stamps and Stamps' (1985) study. This differed from Floyd, et al.'s study which only used education as an indicator of SES. Unlike Stamps and Stamps, this study did not collapse the sample into upper and lower classes, but instead maintained the two indicators as reflective of one construct.

Public recreation participation. Unlike previous studies that observed what people do at parks, or asked about which recreation activities were participated in, this study focused on frequency of visits to parks over a one year time period. Park visitation was used as a proxy for public recreation participation. The interest in this study was in park use as measured by visitation. The advantage of measuring park use in this manner is that one can procure users and non-users of the parks. Not all parks were used because they did not meet the internal consistency criterion for unidimensionality of the public recreation participation construct.

### Conclusion and Discussion

The EPRP Model was submitted to stringent validity tests of internal consistency and parallelism. The constructs held and were used as summative variables in a path analysis where the model was then analyzed to estimate the parameters and test for the fit of the model.

The EPRP Model's initial conception in terms of direct or indirect causality was respecified after assessing path coefficients, errors, and confidence intervals. The result was a revised model (Figure 6) which was statistically consistent with the data, and substantively consistent with the theoretical underpinnings of this study.

The result of this section was the testing of what became a sound theoretical and statistical model: The Ethnicity and Public Recreation Participation Model. The next, and final section summarizes the major points of this report, discusses the deconstruction of the EPRP Model, and considers the implications for future studies.

The purpose of introducing the EPRP Model was to identify factors which were important in examining the relationship between ethnicity and recreation behavior. This was accomplished in one of two ways. The first approach was to create a theoretical model that underscored the relationships between the different factors as hypothesized in the literature regarding ethnicity/race and recreation.

The researcher identified six factors: (1) ethnicity (subcultural identity), (2) marginality (socioeconomic status), (3) acculturation, (4) perceived benefits of public recreation, (5) perceived discrimination, and (6) public recreation participation. Based



on prior empirical studies, the six factors were assembled to provide the building blocks for the Ethnicity and Public Recreation Participation Model. This led to the second approach in which the factors were examined.

The theoretical model was subjected to a confirmatory factor analysis to validate the existence of the factors/constructs as measured by the items that made up each construct. Once validity was assessed, the model was then empirically subjected to a path analysis in order to estimate the parameters of the EPRP Model, and test the fit of the model by assessing whether or not the model was consistent with the data.

The researcher revised the model based on the path coefficient and error analysis and found that the revised model was not different, conceptually, from the initial model. As a result, this study provides a theoretically and empirically sound model to consider in reconceptualizing the relationships between ethnicity and marginality factors and their effect on public recreation participation.

## Discussion

De-constructing the EPRP Model: Reflections of previous literature. The purpose of this section is to provide the reader with an in-depth look at the nuances of the EPRP Model. Because the model is reflective of causality, and it is statistically and substantively sound, all or parts of the model should provide points of comparison to other studies. The researcher de-constructed the model to illustrate, pedagogically, how the model reflects prior literature and reconceptualizes the relationships. One method of approaching this de-construction is to discern what would happen with the removal of one or several parts of the model.

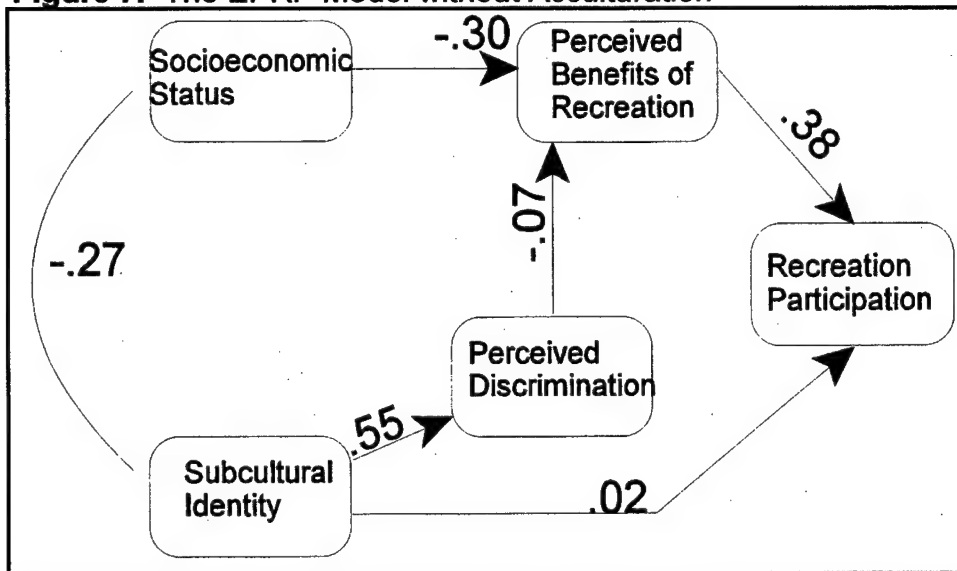
The two key constructs are acculturation and perceived benefits. The former because it is a significant driving force in the model. The latter because it is both central to the model, and it is a “new” construct advocated for and introduced in this study. The removal of a construct does not change the correlation between the constructs, rather the changes occur in the path coefficients, i.e., in the nature of the direct relationships.

Removal of acculturation. The EPRP Model incorporates theories espoused specifically by Floyd, et al. (1993), Washburne (1978) and West (1985). These are acculturation, marginality and ethnicity, and discrimination, respectively. If one removes Floyd, et al.’s contribution, the acculturation construct as a direct driving force is extracted.

The resulting path model is exhibited in Figure 7. The curved arrow indicates that SID and SES are spuriously related, but that one does not hypothesize a common antecedent. If one compares Figure 7 with Figure 6, one sees that the path coefficients have changed.

In causal modeling, if any variable is thrown out of a model, it reduces to a simpler model. The implication of this is that if the larger model fits, then the resulting simple model or causal strings will also fit.

**Figure 7. The EPRP Model without Acculturation**



Acculturation as a driving force behind DIS and SID increases the effect that each of those constructs have on BEN and REC, respectively. The inclusion of ACC in the model has the effect of lessening the effect SID and SES will have on other variables (and themselves). A general rule of causal analysis is that correlations are going to be progressively smaller as variables are farther away from each other in the causal string.

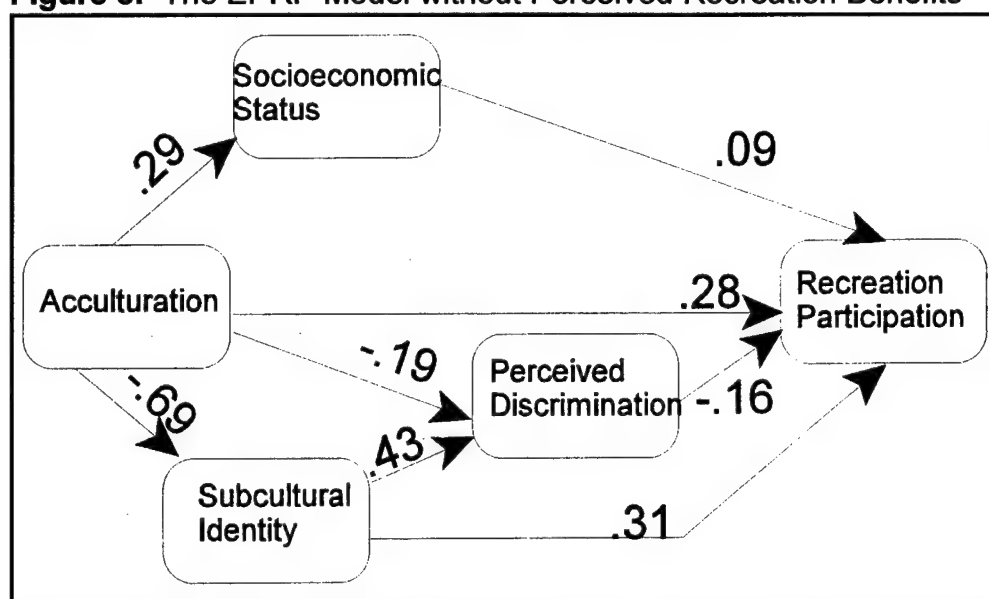
The implication of this is that without consideration of ACC as the driving force behind DIS and SID, the effect of DIS on BEN decreases to a coefficient of -.07 (versus -.25 with ACC in the model). Unlike, the final EPRP Model, the model without acculturation (Figure 7) would show a stronger direct link between DIS and REC (-.10) than between DIS and BEN.

Removal of perceived benefits. Figure 8 reflects the combined concepts of Washburne (1978), West (1989) and Floyd, et al. (1994). The following is a comparison between the path coefficients in the full EPRP Model versus the model without BEN in it:

<u>Causal Path</u>	<u>Model with BEN</u>	<u>Model without BEN</u>
ACC/SID	-.69	-.69
ACC/SES	.29	.29
ACC/DIS	-.19	-.19
ACC/REC	.50	.28
SID/REC	.34	.31
DIS/REC	----	-.16
SES/REC	----	.09



**Figure 8. The EPRP Model without Perceived Recreation Benefits**

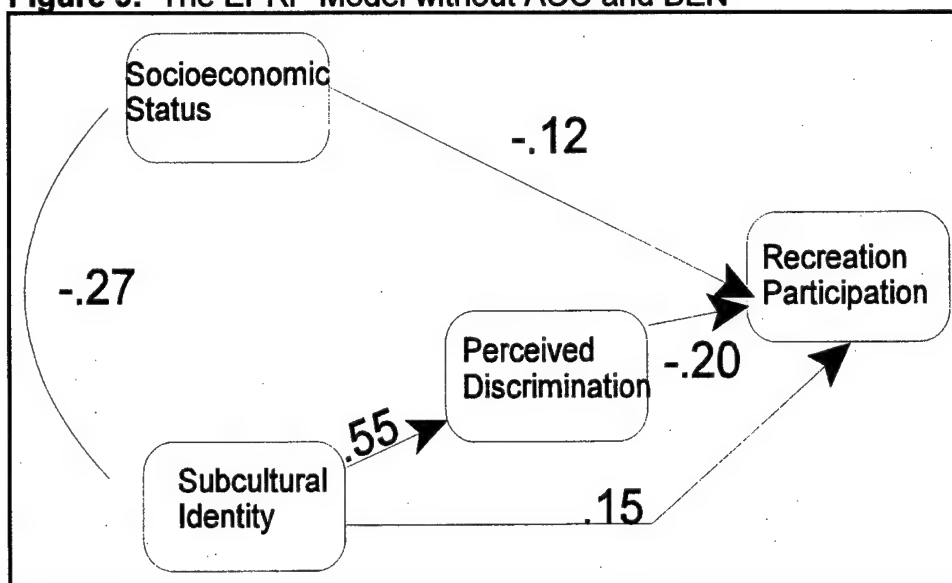


The comparison of the path coefficients is instructive for several reasons. First, one can see that paths that were not affected by BEN were unchanged, as the model should predict. Second, because the direct relationship between ACC and BEN was eliminated (-.40), it attenuated the relationship between ACC and REC. Third, because BEN is not in the model, the relationship between DIS/REC is direct and it changes the relationship between SID/REC slightly. Related to this, the relationship between DIS/REC and SES/REC were not defined as direct in the EPRP Model, but they are when the BEN mediator is removed in order to be consistent with causality. Lastly, this is the first model that presents a positive correlation between SES/REC. All prior models have shown the relationship to be negative.

Removal of acculturation and perceived benefits. If ACC and BEN were removed from the model, the result would be a model reflecting the three underlying theories of marginality, ethnicity, and discrimination (see Figure 9). It comes closest to Stamps and Stamps' (1985) conception, and unites it with West's (1989) conception. This is the "basic" model as conceived today by most of the researchers studying ethnicity and recreation.

The importance of the role of discrimination is noted if ACC and BEN are not accounted for. The strong negative path coefficient (-.20) is the strongest it has been in any of the models. This affirms West's claim that discrimination is a valid construct when looking at ethnicity and recreation. Without ACC driving the model, or perceived benefits mediating relationships, the relative impacts of SES and SID on REC are about the same. This provides insight into why studies have been ambiguous in the past as to which of the two is the stronger predictor of recreation participation. The coefficient of .8 between SID/REC does not support the notion that minorities are under-represented in public parks because of ethnicity. This relationship is mediated by other factors as was illustrated in the previous models. The result of this deconstruction is that perceived benefits and acculturation are both important constructs to look at when considering ethnicity and recreation. Through causal modeling, the relative impacts of the inclusion or removal of a construct can be seen and compared.

**Figure 9.** The EPRP Model without ACC and BEN



### Conclusion

Based on the findings, and within the limitations of this study, the researcher felt that this study answered the call from Floyd (1998) and Henderson (1998) for a more integrative approach, and more complex measurement of the relationships between ethnicity and recreation. The more complex measurement came in the form of identifying critical dimensions from the literature and empirically testing these dimensions through confirmatory and path analytic approaches. This study found the relationships in the model to be consistent with those hypothesized by the literature, although the nature of the relationships are reconceptualized.

From a conceptual standpoint, subcultural identity and acculturation were reconceptualized: the former in terms of how it is operationalized, the latter in terms of how it related to other variables. Subcultural identity was reconceptualized as a subjective response to the extent to which one identifies with a subcultural group. This is different from previous studies that simply ask or denote (in observational studies) whether one is Black, Caucasian, or Hispanic, and is consistent with Washburne's (1978) initial conception. Acculturation was reconceptualized as a precursor to the entire model. In previous studies it was conceptualized as occurring simultaneously with socioeconomic status or subcultural identity.

The EPRP Model answers the first research question regarding which of the two factors (ethnicity or marginality) was the better predictor of recreation behavior. In terms of their direct effect, ethnicity has a more profound effect. The second research question considered the individual and combined importance of ethnicity and marginality factors. The combined effect, as measured by the SES and SID constructs, was found to be significant (see findings). The last research question considered the relationship between acculturation, perceived discrimination, and perceived benefits. Initially, it was thought that the relationship was indirect via subcultural identity and socioeconomic status, respectively. The path analysis of the EPRP Model, however, supported the idea that there were considerable direct effects from acculturation to both perceived benefits and perceived discrimination.

The EPRP Model not only determined the relative influence of the factors in the model, but also offered a “snap shot” of the relationships between the most prominent theories regarding ethnicity and recreation. As a result, the EPRP Model contributes to the literature by offering a model for practitioners and researchers to consider. The model is not exhaustive of, but rather, instructive of possible factors influencing ethnic participation in public recreation settings.

### Shortcomings and Limitations

There are some shortcomings and limitations with respect to the model. From a procedural standpoint, the study had to alter the original use of the SES scale. Because individual income was not used, the household income was not appropriate to use where education and occupation were individual measures.

Related to REC is the perceived recreation benefits construct. BEN measures whether respondents perceive that, in general, they have benefits versus what specifically those benefits are. As such, the BEN construct as a measure was intended to be a measure of overall perceptions, versus individual motivations for visiting a park.

The acculturation construct presents another limitation. ACC appeared to be very central to the causality of the model. This may have been due to the population under study. Puerto Ricans, in general, have a particular historical relationship with the United States that is beyond the scope of this study. Southbridge Puerto Ricans, in particular, have a very strong tie to Puerto Rico. This may influence the acculturation process.

Lastly, the study population is from a specific ethnic group. Although a Latino group, these findings should not be generalized to all Latinos. The findings should also not be generalized to other ethnic group members. Some of the items which reflect the constructs are specific to Puerto Ricans. Acculturation, subcultural identity, and discrimination measures should reflect the specific ethnic group under study.

### Implications

Conceptual implications. From a conceptual standpoint, the model synthesizes past research and looks at the relationship between the different factors. Marginality and ethnicity theories as explanations are insufficient, and do not operate in a vacuum. They are affected by each other and other factors in direct, indirect and spurious ways. The challenge is to try and make sense out of what these relationships really mean.

This model also helps to fill a void in theory-building approaches to studying ethnicity and recreation constructs. In particular, the EPRP Model introduces the perceived benefits of park use/recreation as a major factor intervening or mediating the relationships between SES, ACC, and SID on recreation participation. This incorporates leisure theory into the model, a theory which had not been directly incorporated in prior studies.

This study looks at affective or behavioral traits, rather than objective manifestations. In addition, the perspective or point of reference is from the actual ethnic group, and therefore the norm is the Puerto Rican norm. In previous studies, subcultural group members are often compared to whites. This assumes a normative structure based on white's recreation. If one is to truly understand the nature of ethnicity with respect to recreation, one should study ethnic groups without using Whites

as a standard. The comparison to Whites or other subcultural groups brings in the pedagogical issue of race versus ethnicity. This study circumvented the issue by not considering it at all. As stated earlier, the issue is one of perspective.

Practical implications for the field. The last conceptual implication relates to a practical one. This study illustrates that Puerto Ricans do use parks. Some more heavily than others. To continue to view ethnic group members as being "under-represented" in a recreation site is to assume a normative order based on Whites. From a demographic standpoint, when the minority populations become the majority, this will no longer be an adequate point of reference.

The model shows that asking minorities about how they perceive the resource is important to understanding why they visit a recreation site. This is a better approach than observing that there are not as many Blacks as Whites visiting the park. If one understands the perceptions or motivations behind the visit, one could better cater the product to the user. This is implicit in most studies, but it should be made more explicit.

The understanding that acculturation is a significant driving force has several ramifications for practitioners. It indicates that the sense of belonging one has to American society impacts public recreation. If one does not feel accepted in the United States, one is not likely to participate in public places, regardless of subcultural identity.

One can have a strong subcultural identity, but if one feels he/she belongs, one will still participate in the public sphere. The implication of this is that parks should be promoted as cultural centers, and recreation programs need to be more inclusive. It is worthwhile to emphasize the importance of understanding the different leisure patterns and needs of various ethnic groups.

If acculturation does indeed drive several of the other factors influencing public participation in recreation areas, practitioners need to take the time to know more about the background of subcultural groups using the resource. In Southbridge, for example, a majority of the respondents preferred the survey in Spanish and/or preferred to speak Spanish. This knowledge should be incorporated into the management of the resource. For example, if there are rules which regulate use of the parks, and the majority of ones users are non-English speakers, then managers need to ensure that the signage is bilingual. Cultural nuances are important to keep in mind when trying to enforce policies.

Because acculturation affects ones perception of discrimination, managers can do one of two things. Managers and employees can be more sensitive to this issue. By acknowledging that there is already sufficient discrimination outside of the park, recreation managers and staff should work harder to provide a welcoming atmosphere, with no tolerance for discriminatory practices. Related to this, managers should hire a diverse group of employees who are members of various ethnic groups and who can "speak their language."

Policies today need to reflect the users of tomorrow. A more proactive, assertive stance on reaching out to minority groups is recommended. In the case of the Latino population, studies show that they are very brand loyal (Wagner & Soberon-Ferrer, 1990). Starting a loyal following, based on cultural understanding today, will ensure visitation in the more pluralistic environment of the future.

For example, Henry Street Park was visited more than any other park in this study. Administrators of the park realized that the majority of the users were

Puerto Rican, and that the majority spoke Spanish. Nearly a decade ago, tennis courts were changed to reflect the pattern of use of the Puerto Ricans who preferred to play basketball instead of tennis, and signage is bilingual. These small but significant changes did not go unnoticed by the Puerto Rican population. Over the years, Henry Street Park has hosted several Puerto Rican festivals. As a result, perceptions of discrimination were lessened and the perception of the park changed, thereby leading to more use.

As a recreation professional in a public service agency, exploration of reasons for why people do not visit a recreation area are sought. Often times, because the area is public, and the economic impact is minimal, minorities in the public sector constituency are overlooked. A needs assessment should go beyond recreation needs, and incorporate the cultural needs of the community.

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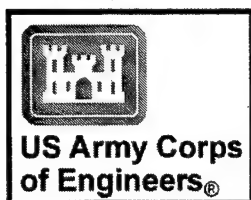
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# **Appendix C ERDC'S Ethnic Recreation Workshop Agenda**

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**ERDC WORKSHOP ON ETHNIC MINORITY RECREATION  
STANLEY HOTEL, ESTES PARK, COLORADO  
OCTOBER 16-18, 2001**

**DAY 1**

8:30 Welcome and Introductions (15 minutes)

8:45 COE Recreation Program Overview – Scott Jackson, ERDC (30 minutes)

9:15 Break

9:30 The Academic Perspective on Ethnic Minority Recreation

Presentation 1 Dr. Jim Gramann, Texas A&M University (30 minutes)

Presentation 2 Dr. Myron Floyd, U. Florida) (30 minutes)

Presentation 3 Dr. Karla Henderson, U. North Carolina- Chapel Hill (30 minutes)

Presentation 4 Dr. Edwin Gomez, Old Dominion University) (30 minutes)

11:30 Lunch Break (1.5 Hours)

1:00 Federal Perspectives on Ethnic Minority Recreation

Presentation 1 Bob Dunn, ERDC (30 minutes)

Presentation 2 Laura Beauregard, Chief Joseph Dam (30 minutes)

Presentation 3 Roy Proffitt, Sacramento District (30 minutes)

Break (15 minutes)

2:45 Presentation 4 Kent Dunlap, Tulsa District (30 minutes)

Presentation 5 Diane Batson, Little Rock District (30 minutes)

Presentation 6 Dave Quebedeaux, Savannah District (30 minutes)

4:15 Questions/Discussion

4:30 End Day 1

## **DAY 2**

**8:30 Welcome and Administrative Remarks**

**8:45 Presentation 1 Bill Gwaltney, National Park Service Intermountain Regional Office (30 minutes)**

**9:15 Presentation 2 Nina Roberts, Colorado State University (30 minutes)**

**9:45 Break 15 minutes)**

**10:00 Introduction to and Formation of Break-Out Sessions on Facilities and Services Modifications by Four Major Ethnic Groups (Hispanic, African, Asian, and Native Americans) – 2 hours**

**12:00 Lunch (1.5 Hour)**

**1:30 Introduction to Agency Improvements for Minority Visitors Outreach, Communication, and Recruitment - Introduction - (Dunn)**

**Three Break-Out Sessions (Outreach, Communication, Recruitment) - 2 hours**

**Break 3:30**

**3:45 Facilitated Discussion (leader Kathy Perales) on the Multi-Ethnic Use of Public Recreational Facilities (Universal vs. Special Facilities) - (one hour)**

**4:45 End Day 2**

## **DAY 3**

**8:30 Welcome and Administrative Remarks**

**Presentation and Discussion of Recommendations Prepared by Four Break-Out Groups Dealing with Facilities and Services Modifications (2 hours)**

**10:30 Break) (15 minutes)**

**10:45 Presentation and Discussion of Recommendations Prepared by Break-Out Groups Dealing with Community Outreach, Communication, and Recruitment (90 minutes)**

**12:30 Lunch (1 hour)**

**1:30 Facilitated Discussion on the Subject of “Proposed Corps Demonstration Projects and Recommended Next Steps for Corps Ethnic Research” (2 hours)**

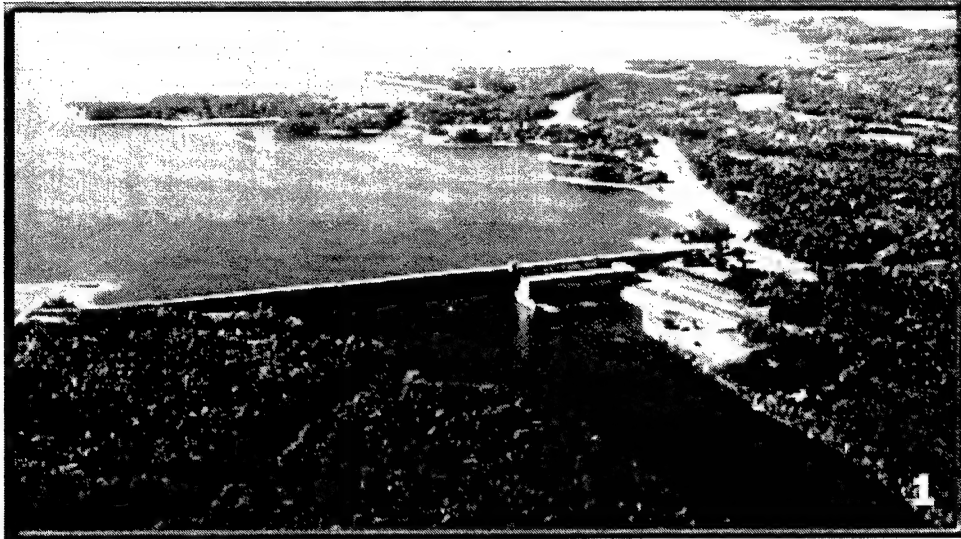
**3:30 Closing Remarks**

**4:00 End Workshop**

**Appendix D**  
**Images from ERDC CD**  
**“Environmental Careers in the**  
**U.S. Army Corps of Engineers”**

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Natural Resource Management  
Career Development Committee



## Environmental Careers in the Corps of Engineers

## *History of the CE*

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• The Corps of Engineers (CE) is as old as this country. The Continental Congress named the first Chief of Engineers in 1775 and established the Corps of Engineers in 1779.

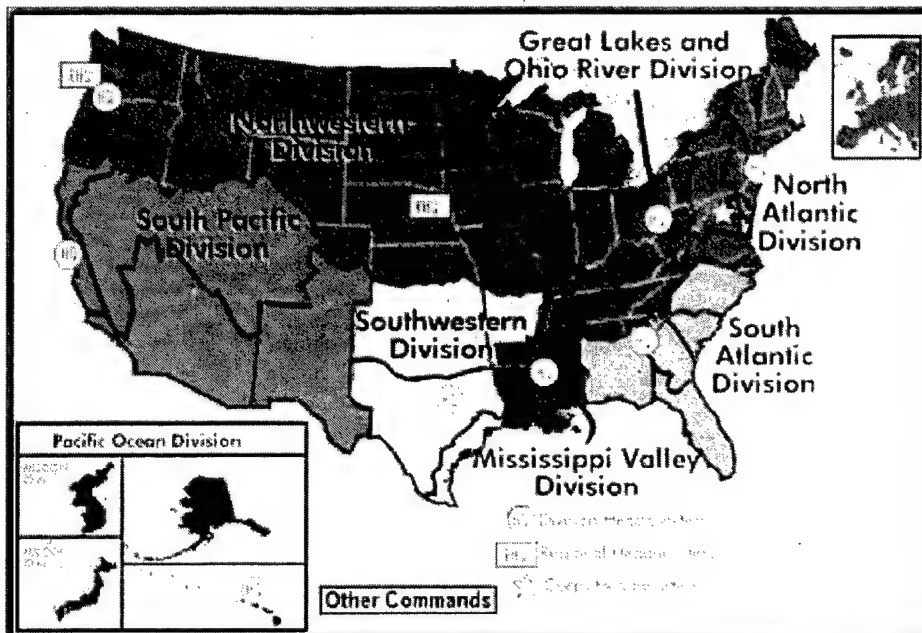
• A history of the Corps can be found at:  
<http://www.hq.usace.army.mil/history/>

• Today the Corps operates over 460 lakes and river systems in 42 states.

• An overview of the current organization can be found at:  
<http://www.usace.army.mil/where.html>



### **Environmental Careers in the Corps of Engineers**



<http://www.usace.army.mil/divdistmap.html>

Our Headquarters office is in Washington, DC

There are eight Division offices

Within a Division are a number of District offices

Each District is responsible for a number of lakes and river systems

In addition, there are centers of expertise and Research Laboratories throughout the US



Environmental Careers in the Corps of Engineers

## *Environmental Programs*

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• The following pamphlets and links provide an overview of select components of the Corps environmental program ([more...](#))

• Environmental Protection & Restoration ([more...](#)) ✧

• Water Resources ([more...](#)) ✧

• Natural Resources Management & Regulation ([more...](#)) ✧

• Recreation & Park Management ([more...](#)) ✧

• Research & Development ([more...](#))

✧ To view the portfolio files, you must be connected to the Internet. Each pdf file will open in a new window. These are grayscale versions, access to color versions can be found [here](#).





**Environmental Careers in the Corps of Engineers**

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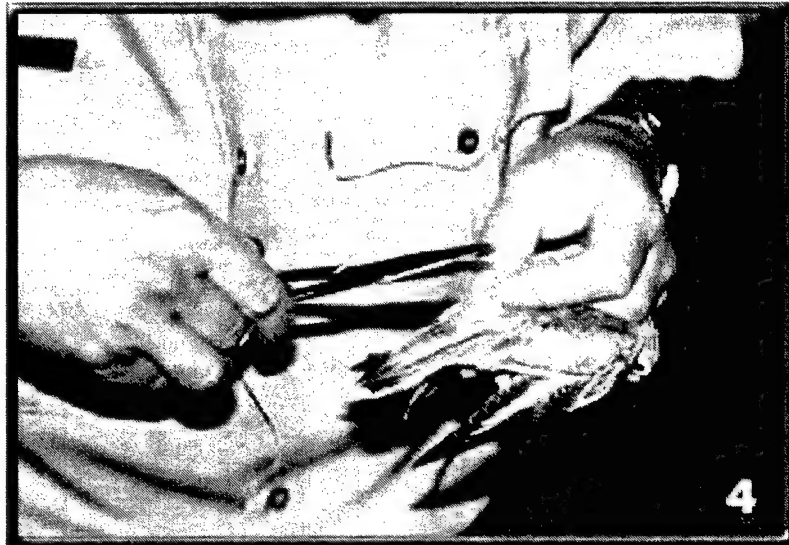
There are a number of career opportunities


The following links provide an overview of select environmental careers

oEnvironmental Engineering  
([more...](#)) 

oBiologist  
([more...](#)) 

oPark Management  
([more...](#)) 



 To view the portfolio files, you must be connected to the Internet. Each pdf file will open in a new window. These are grayscale versions, access to color versions can be found [here](#).



Environmental Careers in the Corps of Engineers

## *Jobs, Co-ops, Contract Students, Etc.*

---

Various elements within the Corps have local hiring authority, examples include:

- Student Employment Programs ([more...](#))
- Student Temporary Employment Program (STEP) and Student Career Experience Program (SCEP) also called the Co-Op Program ([Division Example](#))
- Contract Student positions are available through the Engineer Research and Development Center  
<http://www.mvk.usace.army.mil/contract/docs/Application.pdf>
- Volunteers (Corps-wide) <http://www.orn.usace.army.mil/volunteer/>



**Environmental Careers in the Corps of Engineers**



There are many opportunities for careers in the Corps!

Just be sure to

- ASK QUESTIONS
- BE PATIENT
- BE PERSISTENT

*You don't need to enlist or be an engineer to work for the US Army Corps of Engineers!*



Environmental Careers in the Corps of Engineers

*Don't Forget*

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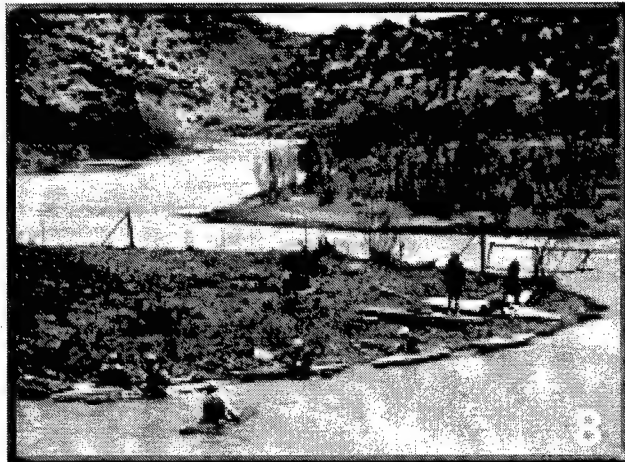


• There are many recreation opportunities available at all Corps of Engineer Lakes... see you there!

<http://www.recreation.gov/>

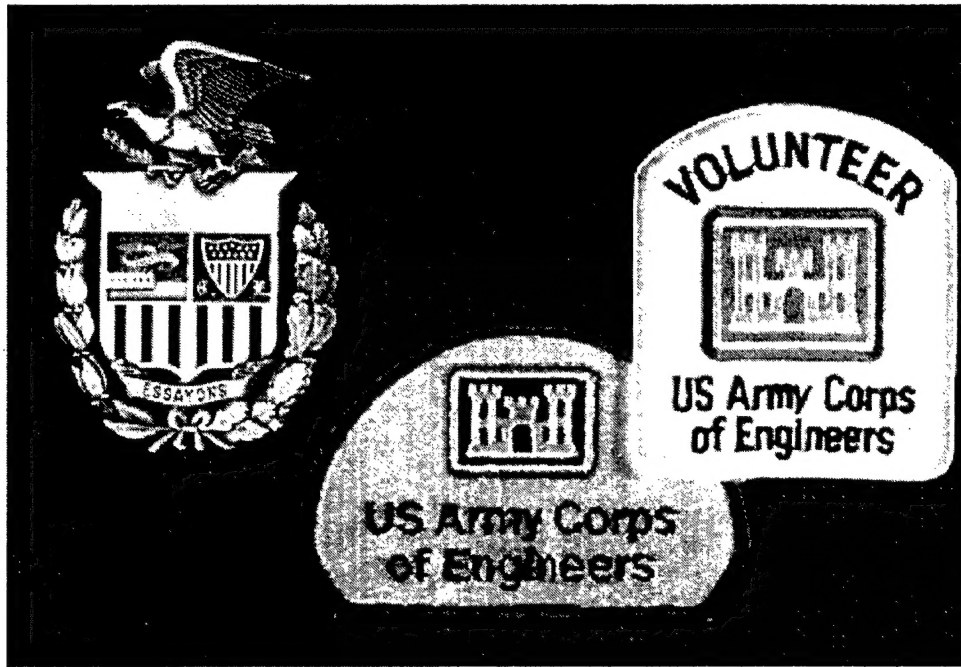
and

<http://www.ReserveUSA.com>



Environmental Careers in the Corps of Engineers





## Environmental Careers in the Corps of Engineers

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<b>1. REPORT DATE (DD-MM-YYYY)</b> June 2002		<b>2. REPORT TYPE</b> Final report		<b>3. DATES COVERED (From - To)</b>	
<b>4. TITLE AND SUBTITLE</b>  Managing for Ethnic Diversity: Recreation Facility and Service Modifications for Ethnic Minority Visitors				<b>5a. CONTRACT NUMBER</b>	
				<b>5b. GRANT NUMBER</b>	
				<b>5c. PROGRAM ELEMENT NUMBER</b>	
<b>6. AUTHOR(S)</b>  Robert A. Dunn				<b>5d. PROJECT NUMBER</b>	
				<b>5e. TASK NUMBER</b>	
				<b>5f. WORK UNIT NUMBER</b>	
<b>7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)</b>  U.S. Army Engineer Research and Development Center Environmental Laboratory 3909 Halls Ferry Road Vicksburg, MS 39180				<b>8. PERFORMING ORGANIZATION REPORT NUMBER</b>  ERDC/EL TR-02-14	
<b>9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES)</b>  U.S. Army Corps of Engineers Washington, DC 20314-1000				<b>10. SPONSOR/MONITOR'S ACRONYM(S)</b>	
				<b>11. SPONSOR/MONITOR'S REPORT NUMBER(S)</b>	
<b>12. DISTRIBUTION / AVAILABILITY STATEMENT</b>  Available for public release; distribution is unlimited.					
<b>13. SUPPLEMENTARY NOTES</b>					
<b>14. ABSTRACT</b>  The first part of this report documents responses received from a nationwide request for information on ethnic minority recreation success stories. Ethnic neutrality in recreation design is based on a social philosophy of cultural assimilation. The alternative approach explored here is not based on the hope of eventual cultural assimilation but on the practical acceptance of America's cultural pluralism. The author argues that the Corps should strive for ethnically universal designs that strongly appeal to day-use oriented ethnic minority groups as well as its traditional white middle-class customer base. The Corps should develop day-use recreation complexes that offer a variety of options to a multiethnic customer base. The precise configuration of day-use features would depend upon the ethnic composition of a particular region. The second part of the report documents the findings and recommendations of ERDC's "National Workshop on Ethnic Minority Recreation," held in Estes Park, CO, during the week of October 15-19, 2001. The report concludes with a discussion of ERDC's ongoing research on Ethnic Diversity and Corps Recreation Participation and current plans to conduct demonstration projects at Corps lakes across the country.					
<b>15. SUBJECT TERMS</b> See reverse.					
<b>16. SECURITY CLASSIFICATION OF:</b>			<b>17. LIMITATION OF ABSTRACT</b>	<b>18. NUMBER OF PAGES</b>  192	<b>19a. NAME OF RESPONSIBLE PERSON</b>
<b>a. REPORT</b> UNCLASSIFIED	<b>b. ABSTRACT</b> UNCLASSIFIED	<b>c. THIS PAGE</b> UNCLASSIFIED			<b>19b. TELEPHONE NUMBER (include area code)</b>

**15. (Concluded)**

African American  
Asian American  
Cultural assimilation  
Cultural diversity  
Cultural pluralism  
Day-use  
Demonstration project  
Ethnic minorities  
Ethnic neutrality  
Ethnicity research  
Facility design  
Hispanic American  
Leisure patterns  
Leisure science  
Multiethnic use  
Playgrounds  
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